

# EMERGENCY SUPPORT FUNCTION ANNEXES: INTRODUCTION

## Purpose

This section provides an overview of the Emergency Support Function (ESF) structure, common elements of each of the ESFs, and the basic content contained in each of the ESF Annexes. The following section includes a series of annexes describing the roles and responsibilities of Federal departments and agencies as ESF coordinators, primary agencies, or support agencies.

## Background

The ESFs provide the structure for coordinating Federal interagency support for a Federal response to an incident. They are mechanisms for grouping functions most frequently used to provide Federal support to States and Federal-to-Federal support, both for declared disasters and emergencies under the Stafford Act and for non-Stafford Act incidents (see Table 1).

The Incident Command System provides for the flexibility to assign ESF and other stakeholder resources according to their capabilities, tasking, and requirements to augment and support the other sections of the Joint Field Office (JFO)/Regional Response Coordination Center (RRCC) or National Response Coordination Center (NRCC) in order to respond to incidents in a more collaborative and cross-cutting manner.

While ESFs are typically assigned to a specific section at the NRCC or in the JFO/RRCC for management purposes, resources may be assigned anywhere within the Unified Coordination structure. Regardless of the section in which an ESF may reside, that entity works in conjunction with other JFO sections to ensure that appropriate planning and execution of missions occur.

**Table 1. Roles and Responsibilities of the ESFs**

ESF	Scope
<b>ESF #1 – Transportation</b>	Federal and civil transportation support Transportation safety Restoration/recovery of transportation infrastructure Movement restrictions Damage and impact assessment
<b>ESF #2 – Communications</b>	Coordination with telecommunications industry Restoration/repair of telecommunications infrastructure Protection, restoration, and sustainment of national cyber and information technology resources Oversight of communications within the Federal incident management and response structures
<b>ESF #3 – Public Works and Engineering</b>	Infrastructure protection and emergency repair Infrastructure restoration Engineering services, construction management Critical infrastructure liaison
<b>ESF #4 – Firefighting</b>	Firefighting activities on Federal lands Resource support to rural and urban firefighting operations
<b>ESF #5 – Emergency Management</b>	Coordination of incident management efforts Issuance of mission assignments Resource and human capital Incident action planning Financial management

<b>ESF</b>	<b>Scope</b>
<b>ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services</b>	Mass care Disaster housing Human services
<b>ESF #7 – Resource Support</b>	Resource support (facility space, office equipment and supplies, contracting services, etc.)
<b>ESF #8 – Public Health and Medical Services</b>	Public health Medical Mental health services Mortuary services
<b>ESF #9 – Search and Rescue</b>	Life-saving assistance Search and rescue
<b>ESF #10 – Oil and Hazardous Materials Response</b>	Oil and hazardous materials (chemical, biological, radiological, etc.) response Environmental safety and short- and long-term cleanup
<b>ESF #11 – Agriculture and Natural Resources</b>	Nutrition assistance Animal and plant disease/pest response Food safety and security Natural and cultural resources and historic properties protection and restoration Safety and well-being of pets
<b>ESF #12 – Energy</b>	Energy infrastructure assessment, repair, and restoration Energy industry utilities coordination Energy forecast
<b>ESF #13 – Public Safety and Security</b>	Facility and resource security Security planning and technical and resource assistance Public safety/security support Support to access, traffic, and crowd control
<b>ESF #14 – Long-Term Community Recovery</b>	Social and economic community impact assessment Long-term community recovery assistance to States, local governments, and the private sector Mitigation analysis and program implementation
<b>ESF #15 – External Affairs</b>	Emergency public information and protective action guidance Media and community relations Congressional and international affairs Tribal and insular affairs

## **ESF Notification and Activation**

The NRCC, a component of the National Operations Center (NOC), develops and issues operations orders to activate individual ESFs based on the scope and magnitude of the threat or incident.

ESF primary agencies are notified of the operations orders and time to report to the NRCC by the Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) Operations Center. At the regional level, ESFs are notified by the RRCC per established protocols.

ESF primary agencies notify and activate support agencies as required for the threat or incident, to include support to specialized teams. Each ESF is required to develop standard operating procedures (SOPs) and notification protocols and to maintain current rosters and contact information.

## **ESF Member Roles and Responsibilities**

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Each ESF Annex identifies the coordinator and the primary and support agencies pertinent to the ESF. Several ESFs incorporate multiple components, with primary agencies designated for each component to ensure seamless integration of and transition between preparedness, response, and recovery activities. ESFs with multiple primary agencies designate an ESF coordinator for the purposes of preincident planning and coordination. Following is a discussion of the roles and responsibilities of the ESF coordinator and the primary and support agencies.

### **ESF Coordinator**

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The ESF coordinator is the entity with management oversight for that particular ESF. The coordinator has ongoing responsibilities throughout the preparedness, response, and recovery phases of incident management. The role of the ESF coordinator is carried out through a “unified command” approach as agreed upon collectively by the designated primary agencies. Responsibilities of the ESF coordinator include:

- Preincident planning and coordination.
- Maintaining ongoing contact with ESF primary and support agencies.
- Conducting periodic ESF meetings and conference calls.
- Coordinating efforts with corresponding private-sector organizations.
- Coordinating ESF activities relating to catastrophic incident planning and critical infrastructure preparedness, as appropriate.

### **Primary Agencies**

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An ESF primary agency is a Federal agency with significant authorities, resources, or capabilities for a particular function within an ESF. A Federal agency designated as an ESF primary agency serves as a Federal executive agent under the Federal Coordinating Officer (or Federal Resource Coordinator for non-Stafford Act incidents) to accomplish the ESF mission. When an ESF is activated in response to an incident, the primary agency is responsible for:

- Orchestrating Federal support within their functional area for an affected State.
- Providing staff for the operations functions at fixed and field facilities.
- Notifying and requesting assistance from support agencies.
- Managing mission assignments and coordinating with support agencies, as well as appropriate State agencies.
- Working with appropriate private-sector organizations to maximize use of all available resources.
- Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities.

- Executing contracts and procuring goods and services as needed.
- Ensuring financial and property accountability for ESF activities.
- Planning for short- and long-term incident management and recovery operations.
- Maintaining trained personnel to support interagency emergency response and support teams.

## Support Agencies

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Support agencies are those entities with specific capabilities or resources that support the primary agency in executing the mission of the ESF. When an ESF is activated in response to an incident, support agencies are responsible for:

- Conducting operations, when requested by DHS or the designated ESF primary agency, using their own authorities, subject-matter experts, capabilities, or resources.
- Participating in planning for short- and long-term incident management and recovery operations and the development of supporting operational plans, SOPs, checklists, or other job aids, in concert with existing first-responder standards.
- Assisting in the conduct of situational assessments.
- Furnishing available personnel, equipment, or other resource support as requested by DHS or the ESF primary agency.
- Providing input to periodic readiness assessments.
- Participating in training and exercises aimed at continuous improvement of response and recovery capabilities.
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.

When requested, and upon approval of the Secretary of Defense, the Department of Defense (DOD) provides Defense Support of Civil Authorities (DSCA) during domestic incidents. Accordingly, DOD is considered a support agency to all ESFs.

## ESF COORDINATING, PRIMARY, AND SUPPORT DESIGNATIONS

Table 2. Designation of ESF Coordinator and Primary and Support Agencies

Agency	Emergency Support Functions														
	#1 - Transportation	#2 - Communications	#3 - Public Works and Engineering	#4 - Firefighting	#5 - Emergency Management	#6 - Mass Care, Emergency Assistance, Housing, and Human Services	#7 - Resource Support	#8 - Public Health and Medical Services	#9 - Search and Rescue	#10 - Oil and Hazardous Materials Response	#11 - Agriculture and Natural Resources	#12 - Energy	#13 - Public Safety and Security	#14 - Long-Term Community Recovery	#15 - External Affairs
USDA			S		S	S		S		S	C/P	S		P	S
USDA/FS	S	S	S	C/P	S	S			S				S		
DOC	S	S	S	S	S		S		S	S	S	S	S	S	S
DOD	S	S	S	S	S	S		S	P	S	S	S	S	S	S
DOD/USACE			C/P	S	S	S		S	S	S	S	S	S	S	
ED					S										S
DOE	S		S		S		S	S		S	S	C/P	S	S	S
HHS			S		S	S		C/P	S	S	S			S	S
DHS	S	S	S		S	S	S	S	S	S	S	S	S	P	C
DHS/FEMA		P/S	P	S	C/P	C/P		S	C/P	S				C	P
DHS/IP/NCS		C/P										S			
DHS/USCG	S		S	S				S	P	P			S		
HUD					S	S								P	S
DOI	S	S	S	S	S	S			P	S	P/S	S	S	S	S
DOJ	S				S	S		S	S	S	S		C/P/S		S
DOL			S		S	S	S	S	S	S	S	S		S	S
DOS	S				S			S		S	S	S			S
ACHP											S				

**C = ESF coordinator      P = Primary agency      S = Support agency**

Note: Unless a specific component of a department or agency is the ESF coordinator or a primary agency, it is not listed in this chart. Refer to the ESF Annexes for detailed support by each of these departments and agencies.

Agency	Emergency Support Functions														
	# 1 - Transportation	# 2 - Communications	# 3 - Public Works and Engineering	# 4 - Firefighting	# 5 - Emergency Management	# 6 - Mass Care, Emergency Assistance, Housing, and Human Services	# 7 - Resource Support	# 8 - Public Health and Medical Services	# 9 - Search and Rescue	# 10 - Oil and Hazardous Materials Response	# 11 - Agriculture and Natural Resources	# 12 - Energy	# 13 - Public Safety and Security	# 14 - Long-Term Community Recovery	# 15 - External Affairs
DOT	C/P		S		S	S	S	S	S	S	S	S		S	S
TREAS					S	S								S	S
VA			S		S	S	S	S					S		S
EPA			S	S	S			S		C/P	S	S	S	S	S
FCC		S			S										S
GSA	S	S	S		S	S	C/P	S		S	S				S
NASA					S		S		S						S
NRC			S		S					S		S			S
OPM					S		S								S
SBA					S	S								P	S
SSA						S							S		S
TVA			S		S							S		S	S
USAID								S	S						S
USPS	S				S	S		S			S		S		S
ARC			S		S	S		S			S			S	S
CNCS			S			S								S	
NVOAD						S									
NARA											S				
HENTF											S				
DRA														S	

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**ESF Coordinator:**

Department of Transportation

**Primary Agency:**

Department of Transportation

**Support Agencies:**

Department of Agriculture  
Department of Commerce  
Department of Defense  
Department of Energy  
Department of Homeland Security  
Department of the Interior  
Department of Justice  
Department of State  
General Services Administration  
U.S. Postal Service

## INTRODUCTION

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### Purpose

Emergency Support Function (ESF) #1 – Transportation provides support to the Department of Homeland Security (DHS) by assisting Federal, State, tribal, and local governmental entities, voluntary organizations, nongovernmental organizations, and the private sector in the management of transportation systems and infrastructure during domestic threats or in response to incidents. ESF #1 also participates in prevention, preparedness, and recovery activities. ESF #1 carries out the Department of Transportation (DOT)'s statutory responsibilities, including regulation of transportation, management of the Nation's airspace, and ensuring the safety and security of the national transportation system.

### Scope

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ESF #1 embodies considerable intermodal expertise and public and private sector transportation stakeholder relationships. DOT, with the assistance of the ESF #1 support agencies, provides transportation assistance in domestic incident management, including the following activities:

- Monitor and report status of and damage to the transportation system and infrastructure as a result of the incident.
- Coordinate temporary alternative transportation solutions when systems or infrastructure are damaged, unavailable, or overwhelmed.
- Perform activities conducted under the direct authority of DOT elements as they relate to aviation, maritime, surface, railroads, and pipelines.
- Coordinate the restoration and recovery of the transportation systems and infrastructure.
- Coordinate and support prevention, preparedness, and mitigation activities among transportation stakeholders within the authorities and resource limitations of ESF #1 agencies.

**Policies**

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Primary responsibility for management of incidents involving transportation normally rests with State and local authorities and the private sector, which own and operate the majority of the Nation's transportation resources. As such, a Federal response must acknowledge State and local transportation policies, authorities, and plans that manage transportation systems and prioritize the movement of relief personnel and supplies during emergencies.

The Secretary of Transportation coordinates ESF #1, consistent with DOT's statutory mission, to promote fast, safe, efficient, and convenient transportation in support of the national objectives of general welfare, economic growth and stability, and the security of the United States.

DHS/Federal Emergency Management Agency (FEMA) is responsible for the provision of transportation assets and services (including contracts or other agreements for transportation assistance) for responders, equipment, and goods, consistent with the Logistics Support Annex.

The ability to sustain transportation services, mitigate adverse economic impacts, meet societal needs, and move emergency relief personnel and commodities will hinge on effective transportation decisions at all levels. Unnecessary reductions or restrictions to transportation will directly impact the effectiveness of all prevention, preparedness, response, and recovery efforts.

Department of Defense (DOD) transportation support will be provided in accordance with Defense Support of Civil Authorities, the memorandum of understanding between DOD and DOT concerning commercial aviation programs, and the memorandum of agreement between DOD and DOT concerning the National Defense Reserve Fleet and the Ready Reserve Force.

DOT/Federal Aviation Administration (FAA) is responsible for the operation and regulation of the U.S. National Airspace System, including during emergencies.

In cases where State, tribal, and local authorities are overwhelmed, Federal support for mass evacuations is addressed in the Mass Evacuation Incident Annex to the National Response Framework. ESF #1 can provide any or all of the activities in this annex to support the Mass Evacuation Incident Annex.

During mass evacuations, consistent with the Mass Evacuation Incident Annex, DHS/FEMA provides transport for persons, including individuals with special needs, from general population embarkation points to general population shelters. Individuals with special needs include, but are not limited to, persons with sensory (blind/deaf) and cognitive disabilities, the elderly, non-English speakers, individuals with service/assistance animals, and those who use wheelchairs, or oxygen, provided they meet the below criteria:

- Evacuees can be accommodated at both embarkation points and at destination general population shelters.
- Evacuees can travel on commercial long-haul buses, aircraft or passenger trains, or lift-equipped buses.
- Evacuees do not need specialized medical equipment or en route treatment.

Consistent with the Mass Evacuation Incident Annex and the Post-Katrina Emergency Management Reform Act, DHS/FEMA is responsible for evacuation of service and companion animals.

Evacuation of medical patients is the responsibility of ESF #8 – Public Health and Medical Services. DHS/FEMA can support ESF #8 by providing limited bus evacuations between medical facilities within the limitations and capabilities of the assets and drivers.

### CONCEPT OF OPERATIONS

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#### General

ESF #1 provides DHS with a single point to obtain key transportation-related information, emergency management, planning, response, and recovery capabilities at the Headquarters, regional, State, and local levels. The ESF #1 structure integrates DOT and support agency capabilities and resources into the National Response Framework and the National Incident Management System (NIMS).

Initial response activities that ESF #1 conducts during emergencies include the following:

- Reporting the status of and damage to the transportation system and infrastructure.
- Coordinating temporary alternative transportation solutions when primary systems or routes are unavailable or overwhelmed.
- Implementing appropriate air traffic and airspace management measures.
- Coordinating the issuance of regulatory waivers and exemptions.

In addition to the above initial activities, ESF #1 provides longer term coordination of the restoration and recovery of the affected transportation systems and infrastructure if required.

#### Activation

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The National Response Coordination Center (NRCC) issues operation orders and mission assignments to activate ESF #1 based on the scope and magnitude of the threat or incident.

The NRCC notifies the DOT Crisis Management Center (CMC), which serves as the focal point for the Department's emergency response and the formal point of contact for ESF #1 activation within DOT.

DOT, in turn, activates Headquarters and regional ESF #1 staff and primary and support agencies as required, including support to specialized teams acting under the National Response Framework. In cases where Regional Response Coordination Centers (RRCCs) activate ESF #1 in individual regions, the Regional Emergency Transportation Coordinator (RETCO) notifies the CMC and coordinate activation and activities with ESF #1 in the NRCC.

1 **ORGANIZATION**

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2  
3 **Headquarters Response Organization**

4  
5 **NRCC:** When activated, ESF #1 provides staff to the NRCC. Staffing levels and composition  
6 will be determined by the scope, scale, and nature of the threat or incident. Additional  
7 technical expertise, planning, and operational support are provided by DOT Headquarters and  
8 other field offices.

9  
10 **DOT Emergency Response Team:** DOT activates the Department's Emergency Response  
11 Team. The team works closely with other departments and agencies and DOT's extensive  
12 stakeholder network to assess the affected transportation systems, coordinate alternatives to  
13 damaged or overwhelmed modes, and identify the sector's needs.

14  
15 **DOT/FAA Response Cells:** FAA activates specialized response cells to manage and  
16 coordinate air navigation services and other aviation-related efforts.

17  
18 **Regional Response Organization**

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19  
20 **DOT's Regional Emergency Transportation Program:** The Regional Emergency  
21 Transportation Program provides the staff and expertise required to support ESF #1 in the field.  
22 The program consists of a Headquarters element and 10 regions, which are based on the  
23 Federal standard regions. The Regional Emergency Transportation Coordinators and  
24 Representatives (RETCO/RETREP) provide full-time, collateral duty and volunteer DOT staff to  
25 augment regional and State incident command structures. This includes RRCCs, Joint Field  
26 Offices (JFOs), and State emergency operations centers, as needed. This cadre also provides  
27 regional DOT transportation support during nonemergency periods in contingency planning  
28 efforts.

29  
30 The DOT RETCO provides direction for the regional ESF #1 mission. The RETCO is the  
31 Secretary of Transportation's representative for emergency preparedness and response matters  
32 within the region and receives policy guidance and operational direction from the Office of the  
33 Secretary.

34  
35 The RETCO is responsible for the administrative support of DOT individuals involved in regional  
36 emergency transportation operations and coordination with DOT Headquarters in the  
37 management of all financial transactions undertaken through mission assignments and  
38 interagency agreements issued to ESF #1.

39  
40 **ACTIONS: INITIAL ACTIONS**

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41  
42 **National Activation**

43  
44 **DOT:** Immediately upon notification of a threat or an imminent or actual incident, the following  
45 actions will be taken, as required:

- 46
- 47 • Initiate reporting to the Office of the Secretary of Transportation, the National Operations  
48 Center (NOC) elements, Domestic Readiness Group (DRG), Counterterrorism Security Group  
49 (CSG), DOT operating administrations, and the regions.
  - 50
  - 51 • Activate the DOT Emergency Response Team, if required.
  - 52
  - 53 • Staff ESF #1 at the NRCC.
  - 54

## Emergency Support Function #1 – Transportation Annex

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- Dispatch staff to the Incident Management Planning Team (IMPT), DRG, CSG, NRCC, RRCC(s), JFO(s), and Evacuation Liaison Team.
- Activate the RETCOs and RETREPs.
- Inform and mobilize ESF #1 support agencies, as needed.

**Support Agencies:** Provide staff and support to ESF #1 as required.

### Regional Activation

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At the regional level (RRCC and/or JFO), the RETCO or a designated representative establishes communications with the NRCC, the FCO/FRC, the CMC, and the Principal Federal Official (if designated).

### Initial Emergency Support Activities

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- **Monitor and report status of and damage to transportation systems and infrastructure as a result of the incident.** DOT provides this information (via the CMC) to the NOC, NRCC, and NICC, as well as the affected RRCCs and JFOs. Information is compiled from a variety of sources, including ESF #1 support agencies, ESF #1 cadre at various locations, each of DOT's Operating Administrations (through more than 300 field offices nationwide), and key transportation associations and transportation providers. Reports include specific damages sustained, ongoing recovery efforts, and assessments of the impact.

The NOC, NICC, and Transportation Security Operations Center (TSOC) provide relevant situational awareness and threat information reports input to ESF #1 in its lead role in reporting the status of transportation infrastructure.

- **Coordinate temporary alternative transportation solutions when systems or infrastructure are damaged, unavailable, or overwhelmed.** Primary responsibility for arranging for alternate transportation services lies at the State and local levels, with the system owner or operator and/or State and local government. However, during major incidents, or when Federal coordination or funding support is required, ESF #1 coordinates alternate transportation services.

The Transportation Security Administration, as Sector-Specific Agency for transportation, supports ESF #1 in the identification and prioritization of critical transportation infrastructure and key resources (CI/KR) and, in cases of terrorist threats or attacks, will recommend actions to protect these resources.

The DHS Office of Infrastructure Protection supports ESF #1 in the identification and prioritization of nontransportation CI/KR that may be impacted by transportation.

The RETCO or designated alternate coordinates with appropriate State, tribal, and local entities, DOT Headquarters, and the NRCC to facilitate the movement of people and goods to, from, and within the incident area, and participates in decisions regarding issues such as movement restrictions, critical facilities closures, and evacuations.

On a case-by-case basis, DOT will assist DHS/FEMA in coordinating passenger rail support to mass evacuations under the Mass Evacuation Incident Annex, when activated.

In addition to the above activities, during major evacuations, ESF #1 provides support to the DHS/FEMA-led Evacuation Liaison Team to assist in coordination of large-scale highway evacuations, especially when involving more than one State.

- **Perform activities conducted under the direct authority of DOT elements.** This includes a variety of statutory activities, including management of the National Airspace System; maritime, surface, railroad, and pipeline regulatory activities; funding; issuing transportation regulatory waivers and exemptions (e.g., hours of service, hazardous materials regulations, etc.); and other emergency support.

The RETCO or designated alternate coordinates with appropriate DOT regional operating administrations on the implementation of specific DOT statutory authorities providing immediate assistance. Examples include airspace management, long-term recovery of the transportation infrastructure, and any authorized mitigation efforts.

### ACTIONS: CONTINUING AND ONGOING ACTIONS

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In addition to sustaining the initial actions, ESF #1 provides long-term coordination of the restoration and recovery of the affected transportation systems and infrastructure.

- **Coordinate the restoration and recovery of the transportation infrastructure.** Primary responsibility for coordinating the restoration and recovery of the transportation infrastructure beyond the State and local level rests with DOT through the unique resources and expertise of each Operating Administration and the ESF #1 support agencies to facilitate recovery.  
  
Prioritization of restoration efforts is based on incident response needs as identified within the JFO, RRCC, and NRCC, as well as the State, regional, or national interdependencies that may have far-reaching impacts.  
  
Several DOT Operating Administrations have individual programs, funding sources, and technical experts (e.g., inspectors, engineers, etc.) that can be utilized to support restoration and recovery efforts. These include the FAA, the Federal Highway Administration, the Federal Transit Administration, the Federal Railroad Administration, the Pipeline and Hazardous Materials Safety Administration, the Maritime Administration, and the Research and Innovative Technologies Administration (including the Volpe Transportation Center).
- **Coordinate and support prevention, preparedness, and mitigation activities among transportation stakeholders.** This is a continuous activity that is conducted within the authorities and resource limitations of ESF #1 agencies. Activities include supporting Federal, State, and local planning efforts as they relate to transportation, including evacuation planning, contingency plans, etc. This includes working with the designated Special Needs Advisor to address persons with special needs in the planning process.

1 **RESPONSIBILITIES**

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2  
3 **ESF Coordinator: DOT**

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5 DOT is responsible for planning and coordination of activities affecting transportation  
6 throughout the prevention, preparedness, response, and recovery phases of incident  
7 management. These activities include preincident planning and coordination, maintaining  
8 ongoing contact with ESF primary and support agencies, conducting periodic ESF meetings and  
9 conference calls, coordinating efforts with private-sector organizations, and coordinating ESF  
10 activities relating to catastrophic incident and mass evacuation planning and critical  
11 infrastructure preparedness as appropriate.

12  
13 DOT:

- 14  
15 • Provides support to DHS in prevention, preparedness, and mitigation activities among  
16 transportation infrastructure stakeholders at the State and local levels within the authorities  
17 and resource limitations of ESF #1 agencies. (Preparedness for mass evacuations is  
18 addressed in the Mass Evacuation Incident Annex.)
- 19  
20 • Supports planning, coordination, and pre-positioning elements of preparedness as requested  
21 and funded on a reimbursable basis by DHS.
- 22  
23 • Manages the financial aspects of the ESF #1 response, including management of Stafford  
24 Act mission assignments or reimbursable agreements for non-Stafford Act Federal-to-  
25 Federal support for activities under DOT-managed contracts.

26  
27 **Primary Agency: DOT**

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- 28  
29 • Manages the headquarters and the regional ESF #1 activities and provides programmatic  
30 oversight of the Emergency Transportation Center, when activated.
  - 31  
32 • Provides trained personnel to staff ESF #1 positions at the NRCC, the RRCC, the JFO, or any  
33 other temporary facility in the impacted region appropriate to the ESF #1 mission.
  - 34  
35 • Deploys members to fill positions on Emergency Response Teams, the IMPT, and other  
36 entities as necessary.
  - 37  
38 • Through DOT/FAA, oversees the operation and regulation of the U.S. National Airspace  
39 System, including during emergencies. Under certain conditions, DOT/FAA may delegate  
40 use of specified airspace for national defense, homeland security, law enforcement, and  
41 response (e.g., search and rescue) missions, but retains control of the airspace at all times.  
42 DOT/FAA may also implement air traffic and airspace management measures such as  
43 temporary flight restrictions in conjunction with these missions. Coordination of these  
44 activities can be initiated through ESF #1 or directly with DOT/FAA, as appropriate.
  - 45  
46 • Works with primary and support agencies, State and local transportation departments, and  
47 industry partners, and with input from the NICC and TSOC, to assess and report the  
48 damage to the transportation infrastructure and analyze the impact of the incident on  
49 transportation operations, nationally and regionally.
- 50

## Emergency Support Function #1 – Transportation Annex

- Coordinates and implements, as required, emergency-related response and recovery functions performed under DOT statutory authorities. This includes management of the airspace within and surrounding the disaster-impacted area, emergency highway funding for federally owned highways and highways on the Federal Aid System, hazardous material containment response and movement, and damage assessment, including safety- and security-related actions.
- Provides technical assistance to Federal, State, tribal, and local governmental entities in determining the most viable transportation networks to, from, and within the incident area.
- Assists in restoring the transportation infrastructure through ESF #3 – Public Works and Engineering and the Stafford Act program.

### SUPPORT AGENCIES

Agency	Functions
<b>Department of Agriculture</b>	Provides transportation assets to ESF #1 when Forest Service resources are the most effective to support the ESF #1 mission.
<b>Department of Commerce/National Oceanic and Atmospheric Administration (DOC/NOAA)</b>	Provides the following products and information to support ESF #1 activities, including mass evacuations: <ul style="list-style-type: none"><li>• Forecasts, watches, and warnings including weather, storm surge, and dispersion forecasts.</li><li>• Surface and marine forecasts and nowcasts including ice and debris tracking.</li><li>• Emergency hydrographic surveys, search and recovery, obstruction location, and vessel traffic rerouting in ports and waterways.</li><li>• Remote aerial and orbital imagery through the DOC/NOAA desk at the NOC.</li></ul>
<b>Department of Defense</b>	<ul style="list-style-type: none"><li>• Provides military transportation capacity from the U.S. Transportation Command (USTRANSCOM) to move essential resources, including DOT response personnel and associated equipment and supplies, when requested and upon approval by the Secretary of Defense. USTRANSCOM also provides staff to the headquarters ESF #1 function and the regional ESF #1 when requested and upon approval by the Secretary of Defense.</li><li>• Provides assets to complement temporarily degraded or disrupted DOT/FAA air navigation services capabilities as requested by DOT/FAA and ESF #1.</li></ul> <p><b>U.S. Army Corps of Engineers (USACE)</b></p> <ul style="list-style-type: none"><li>• Provides support in the emergency operation and restoration of inland waterways, ports, and harbors under the supervision of USACE, including dredging operations.</li><li>• Assists in restoring the transportation infrastructure.</li></ul>
<b>Department of Energy</b>	<ul style="list-style-type: none"><li>• When requested, provides fixed-wing and rotary aircraft to support radiological environment surveys and/or search capabilities during a radiological or nuclear incident.</li><li>• Provides information on status of, needs for, and plans for restoration of interdependent infrastructure.</li></ul>

## Emergency Support Function #1 – Transportation Annex

Agency	Functions
<b>Department of Homeland Security</b>	<b>Customs and Border Protection (DHS/CBP)</b> <ul style="list-style-type: none"> <li>Identifies and provides transportation-related DHS/CBP assets and resources.</li> <li>Provides assets to complement temporarily degraded or disrupted DOT/FAA air navigation services capabilities as requested by DOT/FAA and ESF #1.</li> </ul>
	<b>Federal Emergency Management Agency</b> <ul style="list-style-type: none"> <li>Provides timely funding for activation and Stafford Act-eligible ESF #1 activities.</li> <li>Provides necessary funding for ESF #1 participation in DHS- and FEMA-sponsored planning, training, exercises, and other preparedness activities.</li> </ul>
	<b>Transportation Security Administration</b> <ul style="list-style-type: none"> <li>Through the TSOC, provides relevant transportation and threat information reports, including Information Sharing and Analysis Centers reports, to ESF #1 in its lead role in reporting the status of transportation infrastructure.</li> <li>Serves as ESF #1 liaison to ESF #13 – Public Safety and Security, as appropriate.</li> <li>Leads efforts to protect transportation infrastructure from the effects of manmade and natural disasters.</li> <li>Provides assets to address security and on-site coordination requirements for the ground operations and in-flight segments of mass air evacuation operations as requested by ESF #1.</li> <li>Provides assistance in the allocation and prioritization of resources through the Infrastructure Liaison and the NICC.</li> </ul>
	<b>U.S. Coast Guard</b> <ul style="list-style-type: none"> <li>Identifies and provides assets and resources.</li> <li>Coordinates with support agencies and other maritime stakeholders through ESF #1 to prioritize, evaluate, and support restoration of domestic ports, shipping, waterways, and related systems and infrastructure.</li> <li>Provides staff to the DOT CMC during emergencies to provide status of maritime domain, including ports, waterways and operations, in ESF #1 for integration in overall transportation sector status reporting.</li> </ul>
	<b>Office of Infrastructure Protection:</b> Provides information and assistance concerning the recovery and restoration of transportation critical infrastructure, as well as all other CI/KR impacted by transportation.
<b>Department of the Interior</b>	<ul style="list-style-type: none"> <li>Identifies and provides departmental transportation assets (e.g., fixed-wing aircraft and all-terrain vehicles) and support resources (e.g., mechanics, pilots) in support of the ESF #1 mission.</li> <li>Provides information on status of, needs for, and plans for restoration of infrastructure.</li> </ul>
<b>Department of Justice</b>	Identifies and provides departmental transportation support assets in support of the ESF #1 mission when not committed for internal operations.
<b>Department of State</b>	<ul style="list-style-type: none"> <li>When requested, provides liaison to the DOT CMC in the event of incidents having potential international implications.</li> <li>In accordance with the International Coordination Support Annex, coordinates international offers of transportation-related assistance and support.</li> </ul>
<b>General Services Administration</b>	Assists in identifying sources for and contracting transportation services needed for execution of the ESF #1 mission.
<b>U.S. Postal Service</b>	Collects and reports on transportation infrastructure disruption and damages as information becomes available.

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### ESF Coordinator:

Department of Homeland Security/National  
Protection and Programs  
Directorate/Cyber Security and  
Communications Division/National  
Communications System

### Support Agencies:

Department of Agriculture  
Department of Commerce  
Department of Defense  
Department of Homeland Security  
Department of the Interior  
Federal Communications Commission  
General Services Administration

### Primary Agencies:

Department of Homeland Security/National  
Protection and Programs  
Directorate/Cyber Security and  
Communications Division/National  
Communications System  
Department of Homeland Security/Federal  
Emergency Management Agency

## INTRODUCTION

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### Purpose

Emergency Support Function (ESF) #2 – Communications supports the restoration of public communications infrastructure, facilitates the recovery of systems and applications from cyber attacks, and coordinates Federal communications support to response efforts during incidents requiring a coordinated Federal response (hereafter referred to as "Incidents"). This ESF implements the provisions of the Office of Science and Technology Policy (OSTP) National Plan for Telecommunications Support in Non-Wartime Emergencies (NPTS).

ESF #2 also provides communications support to State, tribal and local first responders when their systems have been impacted, and provides communications and information technology support to the Joint Field Office (JFO) and JFO field teams.

With the rapid convergence of communications, Internet, and information technology (IT), the National Communications System (NCS) and the National Cyber Security Division (NCSD) work closely to coordinate the ESF #2 response. This convergence requires increased synchronization of effort and capabilities between the communications and information technology sectors.

### Scope

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ESF #2 coordinates Federal actions to assist industry in restoring the public communications infrastructure and to assist State, tribal, and local government with emergency communications and restoration of Public Safety Communications systems and first responder networks. ESF #2 supports Federal departments and agencies in procuring and coordinating National Security and Emergency Preparedness (NS/EP) communications services.

ESF #2 provides communications support to the JFO and any JFO field teams.

ESF #2 also addresses cybersecurity issues that result from or occur in conjunction with Incidents. However, for Incidents that are primarily cyber in nature, the Cyber Incident Annex is used and ESF #2 supports responses to cyber Incidents as directed.

### Policies

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Section 706 of the Communications Act of 1934, as amended (47 U.S.C. § 606), establishes Presidential powers during wartime emergencies for priority use of the national communications infrastructure.

Executive Order 12472 assigns authority to the Director, OSTP, to direct the exercise of the war power functions of the President under section 706(a), (c)–(e), of the Communications Act of 1934, as amended (47 U.S.C. § 606), should the President issue implementing instructions in accordance with the National Emergencies Act (50 U.S.C. 1601). Executive Order 12472 also assigns specific non-wartime emergency communications authorities to the Director, OSTP.

The NPTS serves as the basis for planning the use of national communications assets and resources in support of non-wartime emergencies, as defined by Executive Order 12472. The NPTS is applicable to all Federal departments, agencies, and other organizations in accordance with Executive Order 12472 and other national policies.

An OSTP memorandum to the Manager, NCS, dated June 11, 1993, Subject: NS/EP Telecommunications, states that the Office of the Manager, NCS, executes Federal Response Plan primary agency functional responsibilities on behalf of OSTP. This delegation of authority is retained in the National Response Framework. Furthermore, OSTP delegates ESF #2 coordinator functional responsibilities to the Office of the Manager, NCS.

The Cyber Incident Annex outlines the provision of Federal cyber Incident response coordination among the Federal departments and agencies and, upon request, State, tribal, local, and private-sector entities in response to any Incident induced by cyber means (e.g., significant cyber events, technological emergencies, and Presidentially declared major disasters and emergencies that threaten, disrupt, or cripple communications and IT services or degrade other essential infrastructures).

### CONCEPT OF OPERATIONS

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#### General

The Department of Homeland Security (DHS) Federal Emergency Management Agency (FEMA) activates ESF #2 when a significant impact to the communications infrastructure is expected or has occurred. When activated, ESF #2 provides communications support to the impacted area, as well as internally to the JFO and associated Federal JFO teams.

#### NCS:

- Coordinates the restoration of the communications infrastructure.
- Develops and sustains a program to certify Federal Emergency Communications Coordinators (FECCs) to serve as JFO Communications Branch Directors.

### FEMA:

- Provides communications support to Federal, State, tribal, and local response operations.
- Coordinates the restoration of Public Safety Communications systems and first responder networks.
- Provides communications and IT support to the JFO, other Federal response/recovery facilities within the area of operation, the Federal Coordinating Officer (FCO), the Principal Federal Official (PFO) if appointed, and Federal response teams.

The following guidelines are observed to allow ESF #2 to meet its Incident management responsibilities:

- Communications Incidents and requirements are handled in accordance with the NPTS and the National Incident Management System.
- Communications management occurs on a bottom-up basis: decisions are made at the lowest level possible; only issues requiring adjudication or additional resources are referred to the next higher management level.
- Agencies that provide communications assets in support of Incident response control their own organic assets and coordinate location and use with the Communications Branch Director/Federal Emergency Communications Coordinator (FECC).
- Uniform emergency communications management and plans, procedures, and handbooks are to be developed and used throughout the ESF #2 operating environment.
- ESF #2 supports cyber Incident response when requested by the National Cyber Response Coordination Group (NCRCG), in coordination with the NCSD/US Computer Emergency Readiness Team (US-CERT), as described in the Cyber Incident Annex. NCSD/US-CERT lead the coordination of cybersecurity issues associated with an ESF #2 response.

## ORGANIZATION

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### Headquarters

NCS and FEMA are co-primary agencies for ESF #2.

NCS is primary agency for communications infrastructure restoration.

FEMA is primary agency for tactical communications response efforts and providing communications and information technology support to the JFO and JFO Federal teams.

The National Coordinating Center (NCC) is the operational component of the NCS and the Federal office for national communications incident management and infrastructure restoration.

The Emergency Communications Team – National (ECT-N) is responsible for supporting the national level ESF #2 response. It is composed of Federal representatives from the ESF #2 primary and supporting agencies. The ECT-N staff is located at the NCC with a representative at the NRCC.

## Emergency Support Function #2 – Communications Annex

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The Joint Telecommunications Resources Board (JTRB) resolves conflicts regarding NS/EP communications priorities and resources that cannot be resolved by the Federal Coordinating Officer (FCO) or PFO (if appointed). The JTRB:

- Advises the Director, OSTP, on the exercise of those non-wartime emergency communications service functions assigned by Executive Order 12472.
- Monitors potential or actual communications Incidents that pose a threat to communications facilities or services, and situations that create the need for extraordinary communications support.
- Is supported by the NCS using the resources of the NCC, Global NetOps Center, FEMA Operations Center, and other Federal agency operations centers as necessary.

NCSD coordinates implementation of the National Strategy to Secure Cyberspace and is the national focal point for cybersecurity issues. NCSD implements Homeland Security Presidential Directive 7 infrastructure protection responsibilities for the IT sector and supports efforts by Sector-Specific Agencies to protect the cyber elements of their critical infrastructure and key resources sectors.

The NCRCG is an interagency forum to prepare for and coordinate response to cyber Incidents and threats.

### Regional

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The Regional Response Coordination Center (RRCC) establishes Federal priorities and coordinates Federal response efforts and assistance activities. During the course of an Incident response, RRCC activities and roles surge and diminish as field facilities (e.g., JFOs) are established and subsequently closed.

### Field

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The Emergency Communications Team – Field (ECT-F) supports the regional level ESF #2 response. It is composed of members from the ESF #2 primary and supporting agencies, regional communications specialists, and representatives from the communications industry sector. The ECT-F may be deployed to the RRCC, JFO, or State emergency operations center (EOC) at the direction of the FEMA Regional Administrator or the FCO.

ESF #2 will organize according to the JFO Standard Operating Procedure and operate according to the ESF #2 Operations Plan.

The General Services Administration (GSA) regionally based communications managers are designated as NCS Regional Managers (NCSRMs) and may be requested by the NCS to assume a leadership or support role in the JFO.

The Communications Unit Leader is appointed by FEMA and reports to the Logistic Section Services Branch Director.

**Joint Field Office**

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**Operations Section—Communications Branch**

- Becomes the focal point for public communications infrastructure restoration and coordination with industry service providers.
- Coordinates with other components of the Operations Section, and other ESFs to ensure industry Essential Service Providers, as defined by the Stafford Act, as amended, have the access, security, and fuel required to restore communications in the Incident area.
- Coordinates with Federal agencies providing communications support to response operations and advocates for their needs and priorities.
- Provides communications support to Federal, State, tribal, and local response operations.
- Coordinates the restoration of Public Safety Communications systems and first responder networks.
- Is organized into Groups to support activities such as providing communication support to responders, restoring communication infrastructure and providing spectrum management.

**Logistics Section—Service Branch—Communications Unit**

- Managed by the FEMA appointed Communications Unit Leader.
- Provides internal communications and IT support to the JFO and any satellite facilities.
- Provides communications and IT support to JFO Federal field teams.

**RESPONSIBILITIES**

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**General Responsibilities**

**Primary Agencies**

The NCS and FEMA are co-primary agencies for accomplishing the ESF #2 mission.

**NCS:** When ESF #2 is activated, the NCS Manager coordinates appropriate NS/EP communications support to operations by leveraging its communications sector expertise and strong relationships with industry. The Manager, NCS, provides information and assistance to the JTRB as required. The Communications Branch Director leads ESF #2 efforts and is the Federal point of contact in the Incident area. The Communications Branch Director coordinates:

- With industry to restore public communications infrastructure, and with Federal agencies to provide communications resources to augment existing capabilities.
- Priority telecommunications service requirements. When industry is unable to satisfy competing requirements within desired timeframes, the Communications Branch Director, in coordination with the Operations Section Chief, presents the situation to the FCO for reconciliation.

## Emergency Support Function #2 – Communications Annex

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**FEMA:** Provides all communications to support JFO operations, and coordinates the restoration of Public Safety Communications systems and first responder networks.

**Support Agencies:** ESF #2 is organized and staffed by the NCS and support agencies to provide rapid response and support for an Incident. Support agencies provide a large portion of the resources (personnel, expertise, and equipment) required to ensure a robust response to Incidents impacting the communications infrastructure.

### Other Communications Functions

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Spectrum management requirements vary with the severity and nature of the Incident. The Federal Communications Commission (FCC), the National Telecommunications and Information Administration (NTIA), and the DHS Wireless Management Office provide spectrum management support, as appropriate.

## ACTIONS

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### Initial Actions

#### NCC/ECT-N

- Alerts appropriate NCS and NCC personnel and notifies the Director, OSTP, when ESF #2 is activated.
- Assigns ESF #2 representatives to the NRCC, providing for 24-hour coverage if required.
- Requests staff for ECT-N and ECT-F from the ESF #2 Primary and Support Agencies.
- Requests activation of the FEMA National Radio System (FNARS) and/or the Shared Resources (SHARES) High Frequency Radio Program when commercial communications outages are expected.
- Dispatches NCS Individual Mobilization Augmentees (IMAs) to assist the Communications Branch Director/FECC in coordinating national-level communications support, as appropriate.
- Communications Branch Director/FECC/ECT-F
- Deploys to the RRCC or JFO, as required.
- Coordinates with the NCC and FEMA to fill ECT-F duty positions.

### Continuing Actions

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#### NCC/ECT-N

- Assesses anticipated and actual damage in the Incident area.
- Coordinates with the JTRB when conflicts regarding NS/EP service requirements cannot be resolved at the JFO.
- Coordinates with NCSD/US-CERT and NCRCG to resolve cybersecurity issues.

- Coordinates with the Communications Branch Director/FECC to assess the need for communications industry support and ensures such support is available as needed.
- Identifies operational communications assets available for use within the Incident area.
- Identifies communications assets that may be employed to support the Incident area.
- Identifies actual and planned actions of commercial communications industry for recovery and reconstruction of their facilities; receives reports when commercial communications assets are prepared for movement to the Incident area, are deployed, and become operational.
- Coordinates with other JFO sections and ESF #1 – Transportation, ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services, ESF #12 – Energy, and ESF #13 – Public Safety and Security, to ensure industry Essential Service Providers, as defined by the Stafford Act, as amended, have the access, security, and fuel required to restore communications.
- Obtains information from ESF #1, through the NRCC ESF #2 representative, on transportation conditions and determines routes and methods to use to get mobile communications systems into the area.
- Regularly provides damage and outage information to the NOC, the NRCC ESF #2 representative, and the Communications Branch Director/FECC; provides information to other Federal agencies upon request.

### **Communications Branch Director/FECC/ECT-F**

- Surveys the status of the public communications infrastructure, determines residual capabilities, and assesses the extent of damage within the Incident area.
- Coordinates with Federal and private sector organizations, as well as other ESFs involved with Incident recovery, to ascertain their communications assets, capabilities, and requirements.
- Advises the FCO or Federal Resource Coordinator (FRC) on ESF #2 regional and Incident area NS/EP communications requirements.
- Coordinates requests for national-level programs: TSP, GETS, WPS, SHARES, and FNARS/National Emergency Coordination Net.
- Conducts communications status evaluations using damage information obtained from other branches and sections of the JFO, the NCC, Federal agencies, and private sector sources.
- Coordinates Federal communications support to responding Federal agencies and private sector organizations as directed by the PFO/FCO.

## Emergency Support Function #2 – Communications Annex

- Forwards cyber-related Incidents and analysis requirements to the NCC for coordination, action, and resolution with the NCS and NCS/US-CERT.
- Provides ESF #2 representatives to support damage assessment.
- Coordinates the status of ESF #2 operations with the Infrastructure Liaison at the JFO.
- Coordinates with other sections of the JFO and ESF #1, ESF #6, ESF #12, and ESF #13 to ensure industry Essential Service Providers have the access, security, and fuel required to restore communications in the Incident area.
- Coordinates the release of Federal communications resources as soon as commercial services can support the response mission.
- Maintains an audit trail of all communications support provided.

Organization	Function
Department of Agriculture/Forest Service and Department of the Interior	<ul style="list-style-type: none"> <li>• Provides radio communications systems to support firefighters, law enforcement officers, and Incident response operations.</li> <li>• Provides engineers, technicians, and liaison staff to assist the Communications Branch Director/FECC and to maintain National Interagency Radio Support systems.</li> <li>• Provides National Interagency Radio Support systems for use by damage reconnaissance teams to report information from the Incident area to the JFO, and other applications as determined by the radio communications coordinator.</li> <li>• Provides a communications officer to accompany radio systems for user training and operator maintenance indoctrination.</li> <li>• Provides additional radio systems to support the JFO radio network.</li> </ul>
Department of Commerce	<p><b>NTIA</b></p> <ul style="list-style-type: none"> <li>• Supports the Communications Branch Director/FECC either in an on-call capacity at NTIA headquarters or deployed as a member of the ECT-F.</li> <li>• In coordination with the FCC and Federal spectrum managers, assigns radio frequencies and supports interoperability for Federal, State, tribal, local, and private-sector emergency responders in accordance with established NTIA spectrum management regulations and policies.</li> <li>• Notifies Federal department and agency spectrum managers concerning their requirement to secure frequencies prior to deployment.</li> <li>• When deployed, serves as the on-scene NTIA representative and liaison to Headquarters NTIA Office of Spectrum Management.</li> <li>• Supports the Communications Branch Director/FECC in identifying sources of Federal frequency interference, mitigating the interference, and resolving interference problems.</li> <li>• Publishes and maintains the Emergency Readiness Plan for Use of the Radio Spectrum.</li> </ul> <p><b>National Oceanic and Atmospheric Administration (NOAA)/National Weather Service:</b> Supports the Emergency Alert System and provides, in coordination with FEMA, public dissemination of critical pre-event and post-event information over the all-hazards NOAA Weather Radio system, the NOAA Weather Wire Service, and the Emergency Managers' Weather Information Network.</p>

## Specific Responsibilities

Organization	Function
<b>Department of Defense (DOD)</b>	<ul style="list-style-type: none"> <li>Promptly notifies the Communications Branch Director/FECC of all communications requirements, assets available, and assets deployed to the Incident area.</li> <li>Provides resources and capabilities to relief operations after Federal resources and capabilities are exhausted.</li> </ul>
	<b>Secretary of Defense and Assistant Secretary of Defense for Homeland Defense:</b> Provide civilian oversight and policy direction for the use of DOD assets in Defense Support of Civil Authorities.
	<b>Director of Military Support on the Joint Staff:</b> Serves as the DOD coordinator for mission assignments
	<b>Defense Coordinating Officers and their support Defense Coordinating Elements:</b> Serve as the DOD interface to FEMA and the FCO at the RRCC or JFO.
	<b>US Northern Command:</b> Deploys spectrum managers to the Joint Spectrum Management Element in support of an Incident.
<b>Department of Homeland Security</b>	<b>FEMA</b> <ul style="list-style-type: none"> <li>Supports/augments State and local emergency responder communications that have been impacted by the disaster.</li> <li>Provides the JFO and JFO Federal teams with communications and IT support.</li> </ul>
	<b>NCS</b> <ul style="list-style-type: none"> <li>If required, convenes the NCRCG to provide strategic situational awareness and decision support, and coordinate response to cybersecurity issues. US-CERT provides technical operational support to the NCRCG and ESF #2, and gathers and disseminates cybersecurity information and warnings.</li> <li>Coordinates with private-sector representatives of the IT community through the IT Information Sharing and Analysis Center and the IT Sector Coordinating Council, as appropriate, to exchange policy and operational information necessary to respond to and recover from Incidents.</li> <li>Supports the NCS and, as necessary, the JTRB when an Incident results in cybersecurity issues.</li> <li>Disseminates cyber threat warning information in conjunction with the NOC.</li> <li>Coordinates cyber Incident preparedness, response, and recovery activities to identify, analyze, and reduce cyber threats and vulnerabilities.</li> <li>Facilitates interaction and collaboration among Federal departments and agencies, and with State, tribal, and local governments, the private sector, and international organizations related to cybersecurity and cyber Incidents.</li> <li>Supports the Department of Justice and other Federal law enforcement agencies in investigating and prosecuting cyber threats and attacks.</li> <li>Fulfills additional responsibilities as directed in the Cyber Incident Annex for preparing for, responding to, and recovering from cyber incidents requiring a coordinated Federal response.</li> </ul>
	<b>Wireless Management Office Spectrum Management Office:</b> Provides spectrum management support and coordination in conjunction with the Communications Branch Spectrum Manager, FCC, NTIA and DOD.

## Emergency Support Function #2 – Communications Annex

Organization	Function
<b>Federal Communications Commission</b>	<ul style="list-style-type: none"> <li>• Reviews policies, plans, and procedures developed by entities licensed or regulated by the FCC to provide NS/EP communications services to ensure such policies, plans, and procedures are consistent with the public interest, convenience, and necessity.</li> <li>• Performs such functions as required by law with respect to all entities licensed or regulated by the FCC, including (but not limited to):</li> <li>• Extension, discontinuance, or reduction of common-carrier facilities or services.</li> <li>• Control of common-carrier rates, charges, practices, and classifications.</li> <li>• Construction authorization, activation, deactivation, or closing of radio stations, services, and facilities.</li> <li>• Assignment of radio frequencies to FCC licensees.</li> <li>• Investigation of violations of pertinent law and regulation.</li> <li>• Initiation of appropriate enforcement actions.</li> <li>• Provides on-call support to the Communications Branch Spectrum Manager and the Communications Branch Director/FECC to identify sources of civil radio frequency interference and resolve frequency interference issues and frequency assignment requests.</li> </ul>
<b>General Services Administration</b>	<p>Each GSA Regional Administrator ensures that an NCSRM is identified for each of the 10 standard Federal regions and the National Capital Region. The GSA Federal Technology Service Emergency Coordinator authorizes the NCSRM to accept guidance from the Manager, NCC, or his or her designated representative during the pre-deployment phase of a communications emergency.</p>
<b>Other Federal Agencies</b>	<p>NCS member organizations assist the NCS in deploying agency-owned/leased or otherwise unique communications assets to support the response effort.</p> <p>All other Federal agencies:</p> <ul style="list-style-type: none"> <li>• Use organizational resources to meet their mission requirements before requesting Communications Branch emergency communications support.</li> <li>• Notify the Communications Branch Director promptly of all communications requirements and available assets, to eliminate the possibility of service duplications and ensure prompt provision of needed services and facilities to the proper user.</li> <li>• Coordinate with the Communications Branch Director when a representative of an organization at an Incident location has requested regional level communications resources or support.</li> <li>• Coordinate with the NCC as necessary for any required national-level communications support.</li> <li>• Notify the Communications Branch Director of any radio frequency devices being brought to the Incident area.</li> <li>• Notify the Communications Branch Director when communications resources are to be withdrawn or discontinued.</li> <li>• Notify the Communications Branch Director when communications resources provided by ESF #2 are no longer required.</li> </ul>

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### ESF Coordinator:

Department of Defense/U.S. Army  
Corps of Engineers

### Primary Agencies:

Department of Defense/U.S. Army  
Corps of Engineers  
Department of Homeland  
Security/Federal Emergency  
Management Agency

### Support Agencies:

Department of Agriculture  
Department of Commerce  
Department of Defense  
Department of Energy  
Department of Health and Human Services  
Department of Homeland Security  
Department of the Interior  
Department of Labor  
Department of Transportation  
Department of Veterans Affairs  
Environmental Protection Agency  
General Services Administration  
Nuclear Regulatory Commission  
Tennessee Valley Authority  
American Red Cross  
Corporation for National and Community  
Service

## INTRODUCTION

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### Purpose

Emergency Support Function (ESF) #3 – Public Works and Engineering assists the Department of Homeland Security (DHS) by coordinating and organizing the capabilities and resources of the Federal Government to facilitate the delivery of services, technical assistance, engineering expertise, construction management, and other support to prevent, prepare for, respond to, and/or recover from an incident requiring a coordinated Federal response.

### Scope

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ESF #3 is structured to provide public works and engineering-related support for the changing requirements of domestic incident management to include preparedness, response, and recovery actions. Activities within the scope of this function include conducting preincident and postincident assessments of public works and infrastructure; executing emergency contract support for life-saving and life-sustaining services; providing technical assistance to include engineering expertise, construction management, and contracting and real estate services; providing emergency repair of damaged infrastructure and critical facilities; and implementing and managing the DHS/Federal Emergency Management Agency (FEMA) Public Assistance Program and other recovery programs.

### Policies

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#### State, Tribal, and Local

- State, tribal, and local governments are responsible for their own public works and infrastructures and have the primary responsibility for incident prevention, preparedness, response, and recovery.
- State, tribal, and local governments are fully and consistently integrated into ESF #3 activities.

- When activated to respond to an incident, the primary agencies for ESF #3 develop work priorities in cooperation with State, tribal, and/or local governments and in coordination with the Federal Coordinating Officer and/or the Federal Resource Coordinator.
- Local authorities are responsible for obtaining required waivers and clearances related to ESF #3 support.
- State, tribal, and local mutual-aid and assistance networks facilitate the sharing of resources to support response and recovery.

### Private Sector

- The private sector is responsible for a large proportion of the Nation's infrastructure and participates in ESF #3 incident action planning and other planning activities as appropriate.
- The private sector is a partner and/or lead for the rapid restoration of infrastructure-related services.
- Appropriate private-sector entities are integrated into the planning and decisionmaking processes as necessary.
- Private-sector mutual-aid and assistance networks facilitate the sharing of resources to support response and recovery.

### Federal Government

- ESF #3 provides Federal public works and engineering support when an incident or potential incident overwhelms State, tribal, and local government capabilities and/or when other departments or agencies within the Federal Government require assistance.
- ESF #3 facilitates and coordinates support from Federal departments and agencies providing public works and infrastructure support assistance.
- Federal agencies are responsible for complying with appropriate Federal environmental and historic preservation statutes.

## CONCEPT OF OPERATIONS

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### General

- The Department of Defense/U.S. Army Corps of Engineers (DOD/USACE) is the primary agency for providing ESF #3 technical assistance, engineering, and construction management resources and support during response activities.
- DHS/FEMA is the primary agency for providing ESF #3 recovery resources and support, to include assistance under the DHS/FEMA Stafford Act Public Assistance Program. The Public Assistance Program provides supplemental Federal disaster grant assistance for debris removal and disposal; emergency protective measures; and the repair, replacement, or restoration of disaster-damaged public facilities and the facilities of certain qualified private nonprofit organizations.
- Close coordination is maintained with Federal, State, tribal, and local officials to determine potential needs for support and to track the status of response and recovery activities.

- Priorities are determined jointly among, State, tribal, and/or local officials. Federal ESF #3 support is integrated into the overall Federal, State, tribal, local, nongovernmental organization (NGO), and private-sector efforts.
- Support agency representatives collocate with ESF #3 field personnel to coordinate support as necessary.

### ORGANIZATION

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#### Headquarters ESF #3 Support

- **Assistant Secretary-level Domestic Readiness Group (DRG):** For all phases of incident management, ESF #3 can provide on-call subject-matter experts to support DRG activities.
- **National Operations Center (NOC):** ESF #3 identifies on-call representatives that can deploy to any of the NOC elements, if required.
- **National Response Coordination Center (NRCC):** When activated by DHS/FEMA, ESF #3 representatives deploy to the NRCC. Following a Presidential disaster declaration, DHS/FEMA Headquarters may also deploy Public Assistance staff to initiate activities to support recovery operations.
- **USACE Operations Center (UOC):** The UOC coordinates the activation and deployment of national DOD/USACE teams and resources.

#### Regional-Level ESF #3 Support

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- **Regional Interagency Steering Committee (RISC):** ESF #3 participates in RISC preparedness and coordination activities.
- **Regional Response Coordination Center (RRCC):** When activated by DHS/FEMA, ESF #3 representatives deploy to the RRCC. The ESF #3 Team Leader at the RRCC coordinates assignments, actions, and other support until the Joint Field Office (JFO) is established. When activated, DHS/FEMA Public Assistance personnel deploy to initiate regional support.

#### Field-Level ESF #3 Support

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- **JFO:** When activated by DHS/FEMA, ESF #3 personnel deploy to the JFO. ESF #3 is responsible for preparing statements of work, providing estimates of cost and completion dates for mission assignments, tracking mission execution, determining resource requirements, setting priorities, disseminating information, and providing public information and external communications support. When activated, DHS/FEMA Public Assistance personnel deploy to initiate State- or tribal-level support (in coordination with ESF #15 – External Affairs).
- **Unified Management Group:** For a flooding event or other incident where DOD/USACE has jurisdictional authority and/or responsibilities for directing or managing major aspects of the response, DOD/USACE may be requested to provide a senior official to participate in the Unified Management Group.

- **DOD/USACE Division Command:** A DOD/USACE division is designated the responsibility for the execution of the ESF #3 missions issued to DOD/USACE. The USACE Division Commander may designate a Division Forward Commander to carry out the Division Commander's responsibilities for managing the resources to effectively and efficiently execute response and recovery missions. For missions requiring significant staffing, DOD/USACE may receive a mission assignment from DHS/FEMA to establish field offices to support the mission execution.
- **Incident Command Post (ICP):** If requested by the Unified Command and required by the situation, ESF #3 provides staffing to coordinate and integrate public works and engineering support at the ICP.

### ACTIONS

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#### Headquarters

Upon activation of ESF #3:

- The UOC:
  - Notifies the Assistant Secretary of Defense for Homeland Defense, the Joint Directorate of Military Support, and the Army Operations Center of the activation.
  - Provides situation reports to the Army Operations Center and the appropriate combatant command.
- The DOD/USACE ESF #3 Team Leader is designated and deployed to the NRCC.
- The UOC coordinates the activation and deployment of national DOD/USACE teams and resources, as required.

#### Regional and Field

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Upon activation of ESF #3, the DOD/USACE Division Emergency Operations Center notifies the USACE Division Commander. The Division Commander coordinates with Headquarters USACE for the appropriate ESF #3 personnel support.

The UOC designates and deploys an ESF #3 Team Leader to the RRCC and/or the JFO, as required, to coordinate the ESF #3 mission execution.

#### ESF #3 Incident Actions

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Activities within the ESF #3 function include but are not limited to the following:

- Coordination and support of infrastructure risk and vulnerability assessments.
- Participation in preincident activities, such as pre-positioning assessment teams and contractors, and deploying advance support elements.
- Participation in postincident assessments of public works and infrastructure to help determine critical needs and potential workloads.
- Implementation of structural and nonstructural mitigation measures, including deployment of protective measures, to minimize adverse effects or fully protect resources prior to an incident.

- 1 • Execution of emergency contracting support for life-saving and life-sustaining services, to  
2 include providing potable water, ice, emergency power, and other emergency commodities  
3 and services.  
4
- 5 • Providing assistance in the monitoring and stabilization of damaged structures and the  
6 demolition of structures designated as immediate hazards to public health and safety. Also,  
7 providing structural specialist expertise to support inspection of mass care facilities and  
8 urban search and rescue operations.  
9
- 10 • Providing emergency repair of damaged infrastructure and critical public facilities  
11 (temporary power, emergency water, sanitation systems, etc.). Supporting the restoration  
12 of critical navigation, flood control, and other water infrastructure systems, including  
13 drinking water distribution and wastewater collection systems. Where appropriate, activities  
14 to restore infrastructure (e.g., debris removal, temporary housing mission, etc.) are closely  
15 coordinated with ESF #11 – Agriculture and Natural Resources. As appropriate, ESF #3  
16 requests ESF #11 to provide technical support to help facilitate ESF #3 efforts to obtain  
17 necessary regulatory (cultural and environmental) clearances for infrastructure restoration  
18 activities. ESF #3 will seek technical assistance from the DHS/FEMA Disability Coordinator  
19 to ensure that accessibility standards are addressed during infrastructure restoration  
20 activities.  
21
- 22 • Managing, monitoring, and/or providing technical advice in the clearance, removal, and  
23 disposal of contaminated and uncontaminated debris and the reestablishment of ground and  
24 water routes into impacted areas. The scope of actions related to contaminated debris may  
25 include waste sampling, classification, packaging, transportation, treatment, demolition, and  
26 disposal of contaminated debris and soil. The management of contaminated debris is  
27 coordinated with ESF #10 – Oil and Hazardous Materials Response. For purposes of ESF  
28 #3, contaminated debris is intended to mean debris (e.g., general construction  
29 debris/rubble) that is being addressed within the debris zone and to support the overall  
30 objectives of ESF #3, such as clearing roads and public property. Waste management  
31 related to hazardous site remediation is addressed under ESF #10. The debris zone is  
32 defined by appropriate representatives from ESF #3 and ESF #10 and guided by the  
33 physical limits of any blast, explosion, or detonation related to the incident and/or the  
34 disposition of general construction debris/rubble in the surrounding area resulting from the  
35 incident.  
36
- 37 • Providing coordination and technical assistance (to include vessel removal, significant  
38 marine debris removal, and hydrographic survey) to effect the rapid recovery and  
39 reconstitution of critical waterways, channels, and ports.  
40
- 41 • Providing technical assistance to include engineering expertise, construction management,  
42 contracting, inspection of private/commercial structures, and real estate services.  
43
- 44 • Implementation and management of the DHS/FEMA Public Assistance Program and other  
45 recovery programs between and among Federal, State, and tribal officials, to include efforts  
46 to permanently repair, replace, or relocate damaged or destroyed public facilities and  
47 infrastructure. Recovery activities are coordinated with ESF #14 – Long-Term Community  
48 Recovery.  
49

## RESPONSIBILITIES

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- **ESF Coordinator:** DOD/USACE is designated as the coordinator for ESF #3. As ESF coordinator, DOD/USACE coordinates meetings, plans, exercises, training, and other activities with DHS/FEMA, the private sector, and the ESF #3 support agencies.
- **Primary Agency – Response:** DOD/USACE, as the primary ESF #3 agency for response, provides direction and coordination of ESF #3 response-related activities and resources. DOD/USACE has developed an ESF #3 Field Guide that provides information on tools and processes used for ESF #3 mission support.
- **Primary Agency – Recovery:** DHS/FEMA, as the primary ESF #3 agency for recovery, assigns an ESF #3 Public Assistance Officer to coordinate and manage interagency infrastructure recovery programs and the DHS/FEMA Public Assistance Program. DHS/FEMA maintains and provides a Public Assistance Guide that contains information regarding program eligibility, application processes, and project requirements.

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## SUPPORT AGENCIES

Agency	Functions
<b>Department of Agriculture (USDA)</b>	<ul style="list-style-type: none"> <li>Provides engineering and contracting/procurement personnel and equipment to assist in emergency removal of debris, demolition, repair of roads and bridges, temporary repair of essential public facilities, water supply, and sanitation. ESF #4 – Firefighting or the USDA/Forest Service Disaster and Emergency Operations Branch is the contact for this support.</li> <li>Provides technical personnel to evaluate damage to water control facilities. The Natural Resources Conservation Service is the regional contact for this support.</li> </ul>
<b>Department of Commerce</b>	<p><b>National Institute of Standards and Technology</b></p> <p>Through the Interagency Committee on Seismic Safety in Construction, Building, and Fire Research Laboratory, provides direct technical support and advice on procurement of external consulting services for assessing the structural and fire safety of damaged buildings and lifelines (public works and utilities).</p> <p><b>National Oceanic and Atmospheric Administration</b></p> <ul style="list-style-type: none"> <li>Provides hydrographic survey assets and expertise as part of a coordinated strategy of response/restoration of critical waterways, channels, and ports.</li> <li>Provides scientific support in assessing impact to the coastal zone using population data, storm track, known areas of coastal damage, and general information on currents and winds to predict areas of high debris density and abundance.</li> </ul>
<b>Department of Defense/Navy Supervisor of Salvage &amp; Diving</b>	<ul style="list-style-type: none"> <li>Provides expertise and conducts/supports specialized salvage/wreck removal operations as part of a coordinated response and restoration strategy.</li> <li>Exercises and manages regional standing emergency salvage contracts to quickly draw upon the required resources of the commercial salvage industry.</li> <li>Accesses and coordinates the U.S. Navy's hydrographic survey assets and capabilities.</li> <li>When requested, coordinates salvage and wreck removal operations.</li> </ul>
<b>Department of Energy</b>	<ul style="list-style-type: none"> <li>Gathers, assesses, and shares information on energy system damage and estimations on the impact of energy system outages within affected areas. Provides information concerning the energy restoration process such as projected restoration schedules, percent completion of restoration, geographic information on the restoration, and other information as appropriate.</li> <li>Enables radiologically contaminated debris management activities by coordinating and/or providing resources, assessments, data, expertise, technical assistance, monitoring, and other appropriate support.</li> </ul>
<b>Department of Health and Human Services (HHS)</b>	<ul style="list-style-type: none"> <li>Supplies engineering and environmental health personnel to assist, in conjunction with the Environmental Protection Agency, in assessing the status of water, wastewater, and solid-waste facilities.</li> <li>Provides guidance related to health problems associated with hazardous materials.</li> <li>Assists in determining the suitability for human consumption of water from local sources.</li> <li>Enables contaminated debris management activities by coordinating and/or providing resources, assessments, data, expertise, technical assistance, monitoring, and other appropriate support.</li> </ul>

## Emergency Support Function #3 – Public Works and Engineering Annex

Agency	Functions
<b>Department of Homeland Security</b>	<b>Office of Infrastructure Protection</b> <ul style="list-style-type: none"> <li>• Supports ESF #3 infrastructure protection and mitigation missions by providing infrastructure risk and vulnerability assessments in response to actionable intelligence and other information.</li> <li>• Works with the Infrastructure Liaison concerning issues dealing with the recovery and restoration of the associated critical infrastructure sector, supported by this ESF, including the allocation and prioritization of resources.</li> </ul>
	<b>U.S. Coast Guard</b> <ul style="list-style-type: none"> <li>• Coordinates the marking and removal of obstructions declared to be hazards to navigation.</li> <li>• Assists in vessel salvage and removal of vessel debris. This includes coordinating and/or providing resources, assessments, expertise, technical assistance, monitoring, and other appropriate support.</li> </ul>
<b>Department of the Interior</b>	<ul style="list-style-type: none"> <li>• Provides engineering support to assist in evaluating damage to water control systems such as dams, levees, and water delivery facilities and structures.</li> <li>• Provides personnel to assist in damage assessment, structural inspections, debris clearance monitoring, and restoration of facilities in general.</li> <li>• Provides technical assistance in contract management, contracting, procurement, construction inspection, and environmental and archeological assessments.</li> <li>• Provides tribal nation liaisons, as described in the Tribal Relations Support Annex, if required.</li> </ul>
<b>Department of Labor</b>	<p>Through the Occupational Safety and Health Administration, provides worker safety advice, assistance, and policy support for debris removal, building demolition, and other ESF #3 activities.</p>
<b>Department of Transportation</b>	<ul style="list-style-type: none"> <li>• Provides technical expertise and assistance for repair and restoration of transportation infrastructure (e.g., highways, bridges, tunnels, transit systems, port facilities, and railways) and provides advice and assistance on the transportation of contaminated materials.</li> <li>• Provides engineering personnel and support to assist in damage assessment, structural inspections, debris clearing, and restoration of the Nation's transportation infrastructure.</li> <li>• Administers special funding that can be used for repair or reconstruction of major highway facilities and as well as grant programs for transit systems and railroads that could be used for repair and rehabilitation of damaged infrastructure.</li> </ul>
<b>Department of Veterans Affairs</b>	<p>Provides engineering personnel and support, including design estimating and construction supervision, for repair, reconstruction, and restoration of eligible facilities.</p>

### Emergency Support Function #3 – Public Works and Engineering Annex

Agency	Functions
<b>Environmental Protection Agency</b>	<ul style="list-style-type: none"> <li>• Conducts infrastructure protection activities for drinking water and water treatment agencies, in accordance with its responsibilities as the designated Sector-Specific Agency for this sector as described in Homeland Security Presidential Directive 7.</li> <li>• Assists, in conjunction with HHS, in determining the suitability for human consumption of water from local sources and in identifying hazardous materials having the potential to affect drinking water supplies.</li> <li>• Assists in identifying critical water and wastewater needs, including personnel, electrical power, and treatment chemicals.</li> <li>• Assists, in conjunction with State/tribal primacy agencies and permitting authorities, in determining the operating status of water and wastewater treatment systems.</li> <li>• Assists in identifying solid-waste facility needs. Supplies sanitary engineers to assess wastewater and solid-waste facilities. Provides biosurveillance, warning, and detection capabilities.</li> <li>• Identifies locations of, and provides safety guidance for, areas affected by hazardous materials.</li> <li>• Assists contaminated debris management activities by coordinating and/or providing resources, assessments, data, expertise, technical assistance, monitoring, and other appropriate support.</li> <li>• Assists in investigation and intelligence analysis for hazardous materials incidents involving contaminated wastewater or drinking water systems.</li> </ul>
<b>General Services Administration</b>	<ul style="list-style-type: none"> <li>• Provides personnel and contractors to assist in damage assessment, structural inspections, debris clearance monitoring, and restoration of facilities in general.</li> <li>• Provides technical assistance in contract management, contracting, procurement, construction inspection, and environmental and archeological assessments.</li> </ul>
<b>Nuclear Regulatory Commission</b>	Assists radiological contaminated debris management activities by coordinating and/or providing resources, assessments, data, expertise, technical assistance, monitoring, and other appropriate support.
<b>Tennessee Valley Authority</b>	Provides personnel to assist in damage assessment, structural inspections, debris clearance monitoring, and restoration of facilities in general.
<b>American Red Cross</b>	Works with DOD/USACE; DHS/FEMA; other Federal, State, tribal, and local government entities; and other NGOs to ensure integration of commodities requirements and distribution processes into mass care operations.
<b>Corporation for National and Community Service</b>	Provides teams of trained National Service Participants (including AmeriCorps members, Learn and Serve America volunteers, and Retired and Senior Volunteer Program volunteers) to carry out canvassing, needs assessment, information distribution, debris clearance, temporary roof repair, elimination of specified health/safety hazards, and other response and recovery activities, including support commodity distribution, in disadvantaged communities and for special needs residents.

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## Emergency Support Function #4 – Firefighting Annex

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### ESF Coordinator:

Department of Agriculture/Forest  
Service

### Primary Agency:

Department of Agriculture/Forest  
Service

### Support Agencies:

Department of Commerce  
Department of Defense  
Department of Homeland Security  
Department of the Interior  
Environmental Protection Agency

## INTRODUCTION

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### Purpose

Emergency Support Function (ESF) #4 – Firefighting provides Federal support for the detection and suppression of wildland, rural, and urban fires resulting from, or occurring coincidentally with, an incident requiring a coordinated Federal response for assistance.

### Scope

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ESF #4 manages and coordinates firefighting activities, including the detection and suppression of fires on Federal lands, and provides personnel, equipment, and supplies in support of State, tribal, and local agencies involved in rural and urban firefighting operations.

### Policies

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Priority is given to public and firefighter safety and protecting property, in that order.

Processes and procedures established by the National Wildfire Coordinating Group (NWCG) in the National Interagency Mobilization Guide and the Interagency Incident Business Management Handbook are followed in accordance with the National Incident Management System (NIMS) and the National Response Framework.

National support is accomplished through the National Interagency Coordination Center (NICC) located at the National Interagency Fire Center (NIFC) in Boise, ID. All support provided by the NICC will be coordinated with the National Response Coordination Center (NRCC).

Coordination with and support of State and local fire suppression organizations is accomplished through the State Forester, in cooperation with the State Fire Marshal, State emergency management agency, or other appropriate State agency and/or tribal fire suppression organizations operating under the element of the NIMS Command and Management component.

The coordinator for ESF #4 is the Department of Agriculture (USDA)/Forest Service, at the headquarters level. For operations that occur in the State of Alaska, operational lead for firefighting response is the Department of the Interior/Bureau of Land Management (DOI/BLM).

1 **CONCEPT OF OPERATIONS**

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2  
3 **General**

4  
5 ESF #4 manages and coordinates Federal firefighting activities. This function is accomplished  
6 by mobilizing firefighting resources in support of State, tribal, and local wildland, rural, and  
7 urban firefighting agencies.

8  
9 ESF #4 uses established firefighting and support organizations, processes, and procedures of  
10 NIMS as outlined in the National Interagency Mobilization Guide. Responsibility for situation  
11 assessment and determination of resource needs lies primarily with the local Incident  
12 Commander.

13  
14 States have the option of requesting interstate and intrastate firefighting assistance and  
15 resources, both utilizing existing agreements. Intrastate resources would be requested under  
16 local or statewide mutual-aid agreements. Interstate resources would be requested through  
17 the Emergency Management Assistance Compact (EMAC), other compacts, or State-to-State  
18 mutual-aid agreements.

19  
20 Requests for Federal assistance in obtaining firefighting resources for incidents other than  
21 wildland fires are transmitted from the Joint Field Office (JFO) ESF #4 representative to the  
22 appropriate Geographic Area Coordination Center (GACC). For wildland fire incidents, requests  
23 for assistance in obtaining firefighting resources are submitted as per the National Interagency  
24 Mobilization Guide to the GACC and coordinated with the JFO. For resources beyond those  
25 available within the geographic area, the requests are sent to the NICC in Boise, ID, by the  
26 Geographical Area Coordinator. The NICC contacts the ESF #4 coordinator in the event of  
27 national-level shortages or unavailability of needed resources.

28  
29 All Federal military personnel and resources for firefighting and incident management activities  
30 will be requested through the NICC in coordination with the Defense Coordinating Officer and  
31 the NRCC.

32  
33 Shortages of critical resources are adjudicated at the lowest jurisdictional level. If needed,  
34 resolution would begin at the JFO, then progress to the NRCC, and then to the Domestic  
35 Readiness Group (DRG).

36  
37 Actual firefighting operations are managed under the ICS element of the NIMS Command and  
38 Management component.

39  
40 Situation and damage assessment information is transmitted through established channels and  
41 directly between the headquarters-level and regional-level functions according to NIMS  
42 procedures.

43  
44 **ORGANIZATION**

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45  
46 ESF #4 has a parallel structure at the national and regional levels.

47  
48 **Headquarters-Level Response Support Structure**

49  
50 The USDA Homeland Security Office represents the USDA/Forest Service on the DRG.

51  
52 The ESF #4 coordinator operates under the direction of the Assistant Director for Partnerships,  
53 Fire and Aviation Management, USDA/Forest Service. Assistance is provided as necessary by  
54 the USDA/Forest Service and DOI Fire Directors at the NIFC.

## Emergency Support Function #4 – Firefighting Annex

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The USDA/Forest Service Disaster and Emergency Operation Branch Chief serves as the ESF #4 coordinator. The ESF #4 coordinator or representative reports to and is a member of the NRCC, when activated. This position is the link to the National Director for Fire and Aviation Management at USDA/Forest Service Headquarters.

The ESF #4 coordinator, through the NRCC, provides subject-matter expertise to the DRG. Based on recommended Department of Homeland Security (DHS) requirements, ESF #4 may be operational on a 24-hour basis.

ESF #4, through the NRCC, provides subject-matter expertise as needed. Supporting agencies have representatives available at the NRCC or by telephone or pager on a 24-hour basis for the duration, as necessary.

The NICC provides national logistics support and mobilization of resources.

### Regional-Level Response Support Structure

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The regional/area ESF #4 coordinator provided by the USDA/Forest Service regional/area office coordinates Federal firefighting response support. The regional ESF #4 coordinator is responsible for establishing and maintaining coordination with the national ESF #4 coordinator, regional support agencies, and the JFO.

ESF #4, through the RRCC/JFO, provides subject-matter expertise as needed. Supporting agencies have representatives available at the RRCC/JFO on a 24-hour basis for the duration, as necessary.

GACCs provide regional firefighting response and logistics support.

### Notification

---

Upon notification of a potential or actual event requiring ESF #4 response, the national ESF #4 coordinator notifies the Regional/Area Fire Coordinators, the NICC, the U.S. Fire Administration (USFA) Chief of Response Branch, and the DOI Departmental Emergency Coordinator.

## ACTIONS

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### Preincident

National preparedness planning levels for wildland fire suppression are established by the National Multiagency Coordinating Group (NMAC) in the National Interagency Mobilization Guide.

### Incident

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**Initial Response Actions:** The national ESF #4 coordinator or representative:

- Reports to the NRCC within 2 hours of notification.
- Establishes communication links with support agencies, the USDA Emergency Operations Center, the National Director for Fire and Aviation Management at USDA/Forest Service Headquarters, and USDA/Forest Service Assistant Director – Operations at the NIFC.
- Establishes communication links with the Regional/Area Fire Coordinators.
- Obtains an initial fire situation and damage assessment through established intelligence procedures; determines the appropriate management response to meet the request for assistance; and obtains and distributes incident contact information to emergency responders.
- Analyzes each request before committing people and other resources; and ensures employees will be provided with appropriate vaccinations, credentials, and personal protective equipment to operate in the all-hazard environment to which they are assigned.
- All-hazard incident-specific briefing and training will be accomplished prior to task implementation. This preparation will usually occur prior to mobilization where incident description, mission requirements, and known hazards are addressed. Key protective equipment and associated needs for tasks that employees do not routinely encounter or perform will be identified. This will be done—and be in place—prior to task implementation.

### Postincident

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**Continuing Response Actions:** The national ESF #4 coordinator or representative:

- Obtains, maintains, and provides incident situation and damage assessment information through established procedures.
- Coordinates incident resource needs, and determines and resolves, as necessary, issues regarding resource shortages and resource ordering issues.
- Maintains close coordination through the NRCC with the DRG, RRCC, support agencies, NICC, and JFO.
- Maintains a complete log of actions taken, resource orders, records, and reports.

### Recovery

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Firefighting resources need to be managed and utilized appropriately so that they can be available for primary life saving, property protection, and incident stabilization assignments, or the Nation's capability to respond to new emergencies may be compromised.

**RESPONSIBILITIES**

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**ESF Coordinator/Primary Agency: USDA/Forest Service**

- Provides qualified representatives to serve as ESF #4 coordinators at the national and regional/area levels.
- Provides support personnel at the NRCC and RRCC/JFO levels.
- Requests assistance from supporting agencies as necessary to accomplish ESF #4 responsibilities.
- Provides logistics support through the GACC and/or NCC for mobilizing resources for firefighting.
- Assumes full responsibility for suppression of wildfires burning on national forest system lands and joins in a unified command with the local jurisdiction on incidents threatening national forest system lands.
- Provides and coordinates firefighting assistance to other Federal land management, State forestry, and local fire organizations as requested under the terms of existing agreements and the National Response Framework.
- Arranges for direct liaison with fire chiefs in the designated area to coordinate requests for firefighting assistance in structural or industrial fire protection operations.
- Provides information to the Planning Section at the incident and the JFO as assessments of fire-caused damages are obtained.

**SUPPORT AGENCIES**

Agency	Functions
<b>Department of Commerce</b>	<ul style="list-style-type: none"> <li>Provides fire/weather forecasting as needed from the NIFC in Boise, ID, or from a nearby National Weather Service Forecast Office under the terms of existing interagency agreements.</li> <li>Provides urban and industrial hazard analysis support through the Building and Fire Research Laboratory of the National Institute of Standards and Technology.</li> <li>Provides fire/weather support under the terms of the National Agreement for Meteorological Services in Support of Agencies with Land Management and Fire Protection Responsibilities.</li> <li>Provides forecasts of the dispersion of smoke in support of planning and response activities.</li> </ul>
<b>Department of Defense (DOD)</b>	<ul style="list-style-type: none"> <li>Assumes full responsibility for firefighting activities on DOD installations.</li> <li>Supports firefighting operations on nonmilitary lands with personnel, equipment, and supplies under the terms of the current interagency agreement between DOD, USDA, and DOI, including the arrangement of liaisons as required.</li> </ul> <p><b>DOD/U.S. Army Corps of Engineers:</b> Provides contracting services through ESF #3 – Public Works and Engineering to urban and rural firefighting forces to obtain heavy equipment and/or demolition services as needed to suppress incident-related fires.</p>
<b>Department of Homeland Security</b>	<p><b>DHS/Federal Emergency Management Agency/USFA</b></p> <ul style="list-style-type: none"> <li>Provides subject-matter experts/expertise regarding structural/urban/suburban fire and fire-related activities.</li> <li>Maintains a representative at the NIFC to assist with national coordination.</li> </ul> <p><b>DHS/U.S. Coast Guard</b></p> <ul style="list-style-type: none"> <li>Provides marine firefighting assistance as available, commensurate with each unit's level of training and the adequacy of available equipment.</li> <li>Has the responsibility and direct authority for safeguarding ports and may exercise Federal control over vessels, ports, and harbors and waterfront facility operations and vessel movements as deemed necessary.</li> </ul>
<b>Department of the Interior</b>	<ul style="list-style-type: none"> <li>Assumes full responsibility for fighting wildfires burning on lands within its jurisdiction.</li> <li>Assists the USDA/Forest Service in managing and coordinating firefighting operations.</li> <li>Provides firefighting assistance to other Federal land management organizations as requested under the terms of existing agreements and the National Response Framework.</li> </ul>
<b>Environmental Protection Agency</b>	<ul style="list-style-type: none"> <li>Provides technical assistance and advice in the event of fires involving hazardous materials.</li> <li>Provides assistance in identifying an uncontaminated, operational water source for firefighting.</li> <li>Provides assistance in identifying critical water systems requiring priority restoration for firefighting.</li> <li>Provides technical assistance on issues concerning the impacts of firefighting chemicals on wastewater treatment facilities.</li> </ul>
<b>Other Organizations</b>	State forestry organizations in most States are responsible for wildland firefighting on non-Federal lands. States may assist other States in firefighting operations and may assist Federal agencies through agreements. In addition, resources may be provided through EMAC. Private-sector resources are mobilized through standard contract procedures.

**ESF Coordinator:**

Department of Homeland  
Security/Federal Emergency  
Management Agency

**Support Agencies**

Department of Agriculture  
Department of Commerce  
Department of Defense  
Department of Education  
Department of Energy  
Department of Health and Human Services  
Department of Homeland Security  
Department of Housing and Urban  
Development  
Department of the Interior  
Department of Justice  
Department of Labor  
Department of State  
Department of Transportation  
Department of the Treasury  
Department of Veterans Affairs  
Environmental Protection Agency  
Federal Communications Commission  
General Services Administration  
National Aeronautics and Space  
Administration  
Nuclear Regulatory Commission  
Office of Personnel Management  
Small Business Administration  
Tennessee Valley Authority  
U.S. Postal Service  
American Red Cross

**Primary Agency:**

Department of Homeland  
Security/Federal Emergency  
Management Agency

**INTRODUCTION**

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**Purpose**

ESF #5 – Emergency Management is responsible for supporting overall activities of the Federal Government for domestic incident management. ESF #5 provides the core management and administrative functions in support of National Response Coordination Center (NRCC), Regional Response Coordination Center (RRCC), and Joint Field Office (JFO) operations.

**Scope**

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ESF #5 serves as the coordination ESF for all Federal departments and agencies across the spectrum of domestic incident management from hazard mitigation and preparedness to response and recovery. ESF #5 will identify resources for alert, activation, and subsequent deployment for quick and effective response.

During the postincident response phase, ESF #5 is responsible for the support and planning functions. ESF #5 activities include those functions that are critical to support and facilitate multiagency planning and coordination for operations involving incidents requiring Federal coordination. This includes alert and notification; staffing and deployment of Department of Homeland Security (DHS) and DHS/Federal Emergency Management Agency (FEMA) response teams, as well as response teams from other Federal departments and agencies; incident action planning; coordination of operations; logistics and materiel; direction and control; information collection, analysis, and management; facilitation of requests for Federal assistance; resource acquisition and management; Federal worker safety and health; facilities management; financial management; and other support as required.

### Policies

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**NOTE:** These policies depict how the Federal Government will implement provisions of the National Response Framework. Other levels of government should develop similar provisions for their emergency plans.

ESF #5 is responsible for coordinating emergency response plans at its level of government. ESF #5 facilitates information flow in the preincident phase and coordinates intergovernmental planning, training, and exercising in order to prepare assets for deployment. For example, at the Federal level, DHS/FEMA has the lead; at the State level, the State's emergency management organization has that responsibility, etc.

ESF #5 is responsible for establishing the Federal support infrastructure in the affected State and/or region in anticipation of requirements for hazard mitigation, response, and recovery Federal assistance.

Resource allocation and taskings are coordinated through the appropriate multiagency coordination center using the DHS/FEMA mission assignment process and other procedures outlined in the Financial Management Support Annex. For catastrophic incidents, DHS/FEMA implements the Execution Checklist in the Catastrophic Incident Supplement for proactive deployment of Federal staff and emergency response teams as outlined in the National Response Framework Catastrophic Incident Annex and Supplement.

DHS and DHS/FEMA staff, working with partner agencies, identify and resolve resource allocation issues identified at the multiagency coordination centers. Those issues that cannot be resolved at the DHS level are referred to the Domestic Readiness Group (DRG).

ESF #5 staff provide an informational link between the NRCC, other Federal department and agency operations centers, and other National Operations Center (NOC) components. ESF #5 serves as the centralized conduit for Federal situation reports to the NOC from the various ESFs.

Departments and agencies participate in the incident action planning process coordinated by the Planning Section at each multiagency coordination center.

DHS, DHS/FEMA, and other agencies as required provide representatives to staff key positions on national/regional teams in support of the regions and the Unified Coordination Group.

Planning Section staff provide, manage, and organize geospatial data.

ESF #5 ensures the establishment of required field facilities and arranges for supplies and equipment to support Federal activities related to the management of an incident. These facilities include, but are not limited to the JFO, the Joint Information Center, Interim Operating Facilities (IOFs), mobilization centers, Federal operational staging areas, and Disaster Recovery Centers. In the event of multiple incidents, multiple field facilities may be established at the discretion of the Secretary of Homeland Security or designee.

Emergency management organizations and programs are expected to maintain an on-call workforce of trained and skilled active and reserve employees to provide capability to perform essential emergency management functions on short notice and for varied duration.

The DHS/FEMA Operations Center is responsible for notifying the Federal departments and agencies, as well as State, tribal, and local emergency management organizations, of potential threats to enable the elevation of operational response postures or the pre-positioning of assets.

### **PREEVENT ACTIVITIES TO SUPPORT PREPAREDNESS**

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#### **Planning**

**National Level:** DHS develops and provides strategic planning guidance and direction to the Federal interagency community.

DHS/FEMA works with its national-level partner ESFs and support agencies to develop risk-specific, coordinated interagency operational plans. Within this construct, each partner agency prepares its own plans for how it will execute its portion of the coordinated response mission. DHS/FEMA reviews their national-level partners' plans to ensure interoperability.

DHS/FEMA provides direction and guidance to its regional offices to assist them in focusing their planning effort to develop regional operations plans.

**Regional Level:** DHS/FEMA regional offices work with their regional interagency partners to develop coordinated interagency operational plans focused on specific threats/risks within the region. Within this construct, each partner agency prepares its own plans for how it will execute its portion of the coordinated response mission. DHS/FEMA regions review their partner plans to ensure interoperability.

DHS/FEMA regional offices coordinate closely with State emergency management officials to develop detailed, risk-based, unified Federal-State response plans. The goal is to identify prior to an event the specific resources and tasks for which each entity is responsible to ensure a smooth response effort.

DHS/FEMA regions coordinate Regional Interagency Steering Committee (RISC) meetings with their Federal and State partners.

1 **Training**

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2  
3 **National Level:** DHS/FEMA ensures that there are training standards for each individual and  
4 team that has a role in emergency response.

5  
6 **Regional Level:** DHS/FEMA regional offices work through the RISC with their regional  
7 interagency partners to coordinate training that supports interagency operational plans.

8  
9 DHS/FEMA regional offices coordinate closely with State emergency management officials to  
10 develop and manage training courses to ensure standardization and relevance to unified  
11 response plans.  
12

13 **Exercises**

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14  
15 **National Level:** DHS develops and manages the National Exercise Schedule.

16  
17 DHS/FEMA coordinates exercises for its emergency personnel and teams with its partner and  
18 supporting agencies.  
19

20 **Regional Level:** DHS/FEMA regional offices work through the RISC with their regional  
21 interagency partners and States to develop coordinated interagency and intergovernmental  
22 exercises to ensure the interoperability of response plans and teams.  
23

24 **CONCEPT OF OPERATIONS**

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25  
26 **General**

27  
28 ESF #5 ensures that there are trained and experienced staff to fill appropriate positions in the  
29 NRCC, RRCC, IOF, and JFO, when activated or established.  
30

31 The NRCC, staffed by ESF #5 and other ESFs when activated, monitors potential or developing  
32 incidents and supports the efforts of regional and field operations. In the event of a no-notice  
33 event, the Secretary or his or her designee will direct execution of the Catastrophic Incident  
34 Supplement.  
35

36 ESF #5 supports the activation and deployment of emergency response teams.

37  
38 The RRCC, staffed by ESF #5 and other ESFs as required, coordinates operations and  
39 situational reporting to the NRCC until the JFO is operational. Once the JFO is operational, the  
40 RRCC assumes a monitoring role.  
41

42 ESF #5 operations transition from the RRCC to the JFO when the JFO is established. When the  
43 JFO begins to stand-down operations, ESF #5 operations transition back to the RRCC, as  
44 required.

1 **Organizational Structure**

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2  
3 ESF #5 is organized in accordance with the National Incident Management System (NIMS).  
4 ESF #5 supports the general staff functions contained in the NIMS at each of the Federal  
5 multiagency coordination centers (e.g., NRCC, RRCC, IOF, JFO). See the JFO Standard  
6 Operating Procedure for detailed descriptions of the function of each multiagency coordination  
7 center.  
8

9 **POSTEVENT ACTIONS**

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10  
11 **DHS/FEMA Headquarters Level**

12  
13 When an incident occurs or has the potential to occur, DHS/FEMA activates ESF #5 personnel  
14 and teams and increases staffing and the operational tempo at the NRCC and RRCC(s), as  
15 necessary. Actions include alert, notification, and situation reporting in coordination with the  
16 NOC Headquarters element.  
17

18 The Office of Disaster Operations maintains continuous communications with the affected  
19 regional office and RRCC, and convenes periodic video teleconferences with all appropriate  
20 parties to coordinate State and Federal operations.  
21

22 The NRCC ESF #5 component provides situation reports and other information as requested to  
23 the NOC, in accordance with NOC standard operating procedures and protocols.  
24

25 DHS/FEMA activates other ESFs required to handle the threat or incident, issues initial  
26 activation mission assignments, and establishes reporting and communications protocols with  
27 the activated agencies.  
28

29 The NRCC Planning Section develops the initial national-level Incident Action Plan outlining  
30 Federal operations priorities and coordinates with other sections and associated staff to  
31 implement the plan.  
32

33 **Regional and Field Levels**

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34  
35 When an incident occurs or has the potential to occur, appropriate DHS/FEMA regions activate  
36 and increase the operational tempo of the RRCC. This includes alert, notification, and situation  
37 reporting to other appropriate Federal, State, tribal, local, private-sector or nongovernmental  
38 partners.  
39

40 Regional Disaster Operations and Assistance staff members make initial contact with the  
41 affected State(s) and identify capabilities and shortfalls as a means of determining initial  
42 response requirements for Federal support. The RRCC coordinates the resourcing and delivery  
43 of required resources.  
44

45 The Planning Section develops and issues the appropriate operational orders, issues initial  
46 activation mission assignments or reimbursable agreements, and establishes reporting and  
47 communications protocols with the activated agencies.  
48

49 DHS/FEMA regions activate and deploy the State Liaison Officer and regional emergency  
50 response teams, including representatives of other ESFs as necessary.  
51

52 The Planning Section, working with other staff sections, develops the initial Incident Action Plan  
53 at the JFO based on objectives established by the Unified Coordination Group and coordinates  
54 with other staff sections to implement the plan.

DHS/FEMA staffs and operates the RRCC along with representatives of other ESFs.

ESF #5 initiates actions to staff multiagency coordination centers.

DHS/FEMA regions establish communications with the affected State(s) to coordinate initial requests for Federal assistance, including coordination of the initial response resources.

ESF #5 coordinates initial provisions of the Federal-State Agreement that must be signed by the Governor and the DHS/FEMA Regional Administrator.

## **Incident Planning and Management Activities**

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Prior to an event, ESF #5 coordinates interagency planning for departments and agencies relevant to that level of government. The ESF #5 elements at each level of government are responsible for coordinating planning efforts with their higher, lower, and adjacent partners.

ESF #5 helps maintain situational awareness of the threat or incident. It coordinates and represents the Federal interest in the Federal-State operational partnership and ensures that State, tribal, local, and individual applicants receive timely, equitable, and comprehensive assistance as provided for in Federal statutes and directives.

As the operation progresses from the preincident phase through response and recovery, the Planning Section continues to provide incident action, current, and future planning functions in coordination with the other ESFs engaged in the operation and with those who are operating under agency statutory authorities.

As the State assumes greater responsibility for the recovery operation, ESF #5 coordinates the demobilization of Federal assistance. Each section of the JFO continues to execute its responsibility until the Federal presence is no longer required by the State and the operation is terminated.

## **RESPONSIBILITIES**

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### **Primary Agency**

As the primary agency, DHS/FEMA:

- Conducts operational planning, coordinating with other Federal agencies at both the national and regional levels. The regional offices coordinate with their respective States to develop unified Federal-State response plans.
- Activates and convenes Federal emergency assets and capabilities to prevent and respond to incidents that may require a coordinated Federal response, and coordinates with State and tribal emergency management organizations.
- Coordinates Federal preparedness, response, recovery, and mitigation planning activities including incident action, current, and future operations planning.
- Coordinates the use of remote sensing and reconnaissance operations, activation and deployment of assessment personnel or teams, and geospatial and geographic information system support needed for incident management.

- Coordinates overall staffing of Federal emergency management activities at multiagency coordination centers, including which ESFs are activated, the size and composition of the organizational structure, the level of staffing at the above facilities, and the key personnel required.

## **Support Agencies**

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Support agencies' responsibilities and capabilities are outlined in the ESF Annexes.

Support agencies provide expert personnel to the multiagency coordination centers, as requested, to assist with the delivery of Federal resources and provide reports to the respective Planning Section. All agencies, as appropriate, identify staff liaisons or points of contact to provide technical and subject-matter expertise, data, advice, and staff support for operations that fall within the domain of each agency. Support capabilities of other organizations may be used as required and available.

All Federal departments and agencies should maintain comprehensive and current plans and procedures identifying how they will execute the support functions for which they are responsible.

All DHS components/directorates will maintain emergency support plans and provide support, as required.

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## Emergency Support Function #6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex

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### ESF Coordinator:

Department of Homeland  
Security/Federal Emergency  
Management Agency

### Primary Agency:

Department of Homeland  
Security/Federal Emergency  
Management Agency

### Support Agencies:

Department of Agriculture  
Department of Defense  
Department of Health and Human  
Services  
Department of Homeland Security  
Department of Housing and Urban  
Development  
Department of the Interior  
Department of Justice  
Department of Labor  
Department of the Treasury  
Department of Transportation  
Department of Veterans Affairs  
General Services Administration  
Office of Personnel Management  
Small Business Administration  
Social Security Administration  
U.S. Postal Service  
American Red Cross  
Corporation for National and  
Community Service  
National Voluntary Organizations  
Active in Disaster

## INTRODUCTION

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### Purpose

Emergency Support Function (ESF) #6 – Mass Care, Emergency Assistance, Housing, and Human Services supports and augments State, regional, tribal, local, and nongovernmental organization (NGO) mass care, emergency assistance, housing, and human services missions. The purpose of this ESF is to ensure that the needs of disaster-impacted populations are addressed by coordinating Federal assistance to impacted areas.

### Authorities:

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288) as amended
- Homeland Security Act of 2002
- Homeland Security Presidential Directive 5
- Post-Katrina Emergency Management Reform Act of 2006
- Pets Evacuation and Transportation Standards Act of 2006 (HR3858)

1 **Scope**

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2  
3 When directed by the President, ESF #6 services and programs are implemented to assist  
4 individuals and households impacted by potential or actual disaster incidents.

5  
6 The Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA)  
7 coordinates and leads Federal resources as required to support State, tribal, and local  
8 governments and NGOs in the performance of mass care, emergency assistance, housing, and  
9 human services missions.

10  
11 ESF #6 is a component of the Individual Assistance Branch in the Operations Section.

12  
13 ESF #6 is organized into four primary functions: Mass Care, Emergency Assistance, Housing,  
14 and Human Services.

- 15
- 16 • **Mass Care:** Includes sheltering, feeding operations, emergency first aid, bulk distribution  
17 of emergency items, and collecting and providing information on victims to family members.
  - 18
  - 19 • **Emergency Assistance:** Assistance required by individuals, families, and their  
20 communities to ensure that immediate needs beyond the scope of the traditional “mass  
21 care” services provided at the local level are addressed. These services include support to  
22 evacuations (including registration and tracking of evacuees); reunification of families; pet  
23 evacuation and sheltering; support to specialized shelters; support to medical shelters;  
24 nonconventional shelter management; coordination of donated goods and services; and  
25 coordination of voluntary agency assistance.
  - 26
  - 27 • **Housing:** Includes the housing components of the Stafford Act, such as rental assistance,  
28 repair, replacement, manufactured housing, semipermanent and permanent construction,  
29 and access to other sources of housing assistance. This assistance is guided by the National  
30 Disaster Housing Strategy.
  - 31
  - 32 • **Human Services:** Includes the implementation of programs to help disaster victims  
33 recover their nonhousing losses, including programs to replace destroyed personal property,  
34 and help obtain disaster loans, foods stamps, crisis counseling, disaster unemployment,  
35 case management, and other Federal and State benefits.
  - 36

37 **Policies**

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38  
39 ESF #6 will assist in coordination with impacted State, tribal, and local governments and  
40 communities without regard to race, color, religion, nationality, sex, age, disability, limited  
41 English proficiency, or economic status.

42  
43 Service animals shall remain with the persons to whom they are assigned throughout every  
44 stage of disaster assistance. Pets shall be treated as the law requires.

45  
46 Duplication of effort and benefits will be reduced to the extent possible. This includes  
47 streamlining assistance as appropriate and identifying preparedness, mitigation, response, and  
48 recovery measures to support State and local planning efforts.

## CONCEPT OF OPERATIONS

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### General

DHS/FEMA will coordinate Federal response and recovery operations in close coordination with State, tribal, and local governments, NGOs, and the private sector.

Initial response activities will focus on immediate needs of victims.

Recovery efforts are initiated concurrently with response activities.

### Structure

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#### Headquarters-Level Response

When activated, ESF #6 representatives report to the National Response Coordination Center (NRCC).

Once ESF #6 is activated, the national response is coordinated by the NRCC ESF #6 coordinator. The NRCC ESF #6 coordinator convenes a conference call or meeting with the ESF #6 multiagency coordination group to assess the situation and determine appropriate actions.

Members of the ESF #6 coordination group alert their respective organizations and coordinate response activities associated with the incident. The NRCC ESF #6 coordinator works closely with the ESF #6 coordination group and other ESFs to support the ESF #6 mission areas.

#### Regional-Level Response

Upon activation, the NRCC ESF #6 coordinator convenes the regional ESF Multiagency Coordination Team.

The regional-level response includes providing representatives to the Incident Management Assist Team, Joint Field Office (JFO), and other DHS/FEMA or State facilities as appropriate.

Liaisons to other ESFs and related functions are identified and deployed by their respective agencies or departments, as needed.

Liaisons from Federal support agencies and NGOs assist the ESF #6 section at the NRCC and JFO as necessary.

#### State-Level Response

The State designates an official or officials to coordinate mass care, emergency assistance, housing, and human services. This official or officials will serve as the principal point(s) of contact with the Federal ESF #6 group leadership.

**Functional Areas**

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**Mass Care**

Each State designates a lead State agency for mass care which works at the direction of the Governor to ensure mass care services are provided to the affected population. DHS/FEMA, in its role in ESF #6 lead, coordinates closely with the State ESF #6 lead to provide Federal mass care resources to assist and augment the State's mass care capabilities for the areas listed below.

- Shelter
- Feeding
- Bulk distribution
- Emergency first aid
- Disaster welfare information (DWI)

**Emergency Assistance**

DHS/FEMA coordinates resources and emergency assistance in support of State, tribal, and local governments, NGOs, and the private sector to augment their mass care response activities as requested/directed.

**Mass Evacuation**

ESF #6 will establish a Mass Evacuation Management Unit (MEMU). When activated, the MEMU may request liaisons from support agencies and other ESF #6 functions. Notification and activation of the Mass Evacuation Service Unit and the MEMU will be through the Individual Assistance (IA) Branch Director.

ESF #6 mass evacuation activities and requirements are identified and addressed in the Mass Evacuation Incident Annex to the National Response Framework.

**Support to Special Needs Populations**

ESF #6 will support Federal, State, and local agencies, NGOs, and ESF #8 – Public Health and Medical Services in addressing the functional needs of special needs populations. "Special needs" refers to those who may have additional needs before, during, or after an incident in one or more of the following functional areas: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those:

- Who have disabilities.
- Who live in institutionalize settings.
- Who are elderly.
- Who are from diverse cultures.
- Who have limited English proficiency or who are non-English speaking.
- Who are children.
- Who are transportation disadvantaged.

**Facilitated Reunification**

When a mass evacuation process requires Federal support, DHS/FEMA will track information on individuals and families in an effort to assist with the reunification of separated family members. Tracking, locating, registering, and reuniting evacuees and survivors are activities performed at local, State, and Federal levels.

**Registration for Disaster Assistance**

DHS/FEMA will ensure that individuals and families evacuated or sheltered are afforded access to Federal disaster assistance, by ensuring they have access to the DHS/FEMA registration intake system.

**Support to Spontaneous Volunteers and Unsolicited Donations**

The procedures, processes, and activities for federal assistance to support spontaneous volunteers and unsolicited donations are defined in the Volunteer and Donations Management Support Annex.

DHS/FEMA Headquarters will establish the Volunteer and Donations Coordination Team to provide rapid, coordinated response.

Federal support to Volunteer and Donations Management may include the following:

- A database system to manage and record offers of donated goods and services.
- Warehouse support for housing unsolicited donated goods.
- Coordination of unsolicited private and international donations.

The Donations Management Unit at DHS/FEMA Headquarters supports State, tribal, and local governments' management of volunteers and donated goods.

**Voluntary Agency Coordination**

ESF #6 works in concert with State, tribal, and local governments, NGOs, faith-based organizations, and the private sector to facilitate an inclusive, multiagency, communitywide, and coordinated response and recovery effort.

ESF #6 works with local officials and private nonprofit organizations, the State, and others to establish a long-term recovery strategy to address the unmet needs of individuals and families.

ESF #6 coordinates with National Voluntary Organizations Active in Disaster and international relief organizations to support the efforts of local voluntary agencies and faith-based organizations.

ESF #6 coordinates among nontraditional and new voluntary agencies, existing social service agencies, and other government agencies with formal coalitions such as Voluntary Organizations Active in Disaster and Long-Term Recovery Committees.

**Congregate Care Management**

- Manage conventional and nonconventional mass shelter facilities in support of State, tribal, and local government and host States when traditional mass care systems are overwhelmed.
- Coordinate Federal resources and provide technical support to State, tribal, and local governments for shelter-in-place activities.

Nonconventional sheltering may include:

- Hotels, motels, and other single-room facilities.
- Temporary facilities such as tents, prefab module facilities, trains, and ships.
- Specialized shelters and functional and medical support shelters.
- Support for other specialized congregate care areas that may include respite centers, rescue areas, and decontamination processing centers.

**National Shelter System**

The National Shelter System (NSS) is a comprehensive database that provides relevant information for all shelters operated and reported through the NSS during response to disasters and emergencies. The information in the NSS is provided by the State, tribal, local, and nongovernmental entities that are operating these shelters.

**Emergency Feeding and Distribution**

ESF #6 will work in concert with ESF #11 – Agriculture and Natural Resources and with State, tribal, and local governments to distribute food and food supplies when their capabilities are overwhelmed. This may include support to private-sector feeding operations, securing food commodities, developing feeding plans, and obtaining warehouse space.

**Distribution of Emergency Relief Items**

ESF #6 will support State, tribal, and local governments' points of distribution for bulk distribution of emergency relief items. Support may also include transportation, technical support, and other mission-critical items.

**Household Pets and Service Animals**

Within ESF #6, ESF #11 coordinates the multiagency assessment teams tasked to support the evacuation, sheltering, and care of household pets and service animals. The multiagency assessment teams ensure:

- Food and other essential services are provided to household pets and service animals when owners are sheltered or evacuated.
- Service animals will remain with individuals with disabilities.
- Support to State and tribal initiatives for the care of common household pets and service animals.
- The coordination and support of alternate sheltering facilities for common household pets when needed and when resources are not available.

1 **Housing**

2  
3 The National Disaster Housing Strategy defines housing assistance, including:

- 4
- 5 • **Direct Housing Operations:** Provision of temporary units, usually manufactured. This  
6 option is utilized only when other housing resources are not available. Units will be  
7 appropriate to the community needs and include accessible units.  
8
  - 9 • **Hotel/Motel Program:** Temporary accommodations for individuals and families in  
10 transition from congregate shelters or other temporary environments, but unable to return  
11 to their predisaster dwelling.  
12
  - 13 • **Noncongregate Facilities:** Facilities that provide private or semiprivate accommodations,  
14 but are not considered temporary housing (e.g., cruise ships, tent cities, military  
15 installations, school dorm facilities, or modified nursing homes).  
16
  - 17 • **Direct Financial Housing:** Payments made directly to landlords on behalf of disaster  
18 victims.  
19
  - 20 • **Temporary Roof Repair:** Quick repairs to damaged roofs on private homes. This  
21 assistance allows residents to return to and remain in their own homes while performing  
22 permanent repairs.  
23
  - 24 • **Rental Assistance:** Financial assistance issued to individuals and families for rental of  
25 temporary accommodations.  
26
  - 27 • **Permanent Construction:** Direct assistance to victims and families of permanent or  
28 semipermanent housing construction.  
29
  - 30 • **Repair Program:** Financial assistance to homeowners for repair of their primary residence,  
31 utilities, and residential infrastructure.  
32
  - 33 • **Replacement Program:** Financial assistance issued to victims to replace their destroyed  
34 primary residence.  
35
  - 36 • **Small Business Administration (SBA) Disaster Loan Program:** Loans to qualifying  
37 homeowners to repair or replace damaged residences.  
38
  - 39 • **Transportation to Other Locations:** Assistance to relocate individuals and families  
40 outside of the disaster area where short- or long-term housing resources are available.  
41 Transportation services may include return to the predisaster location.  
42
  - 43 • **Housing Resources:** A centralized location for identified available housing resources from  
44 the private sector and other Federal agencies.  
45

**Human Services**

Human Services provides assistance to address the nonhousing needs of individuals and families. This assistance falls into the following categories:

- **Disaster Case Management**

ESF #6 Human Services provides case management services, including financial assistance to government agencies or qualified nonprofits. Case management ensures that a sequence of delivery is followed to streamline assistance, prevent duplication of benefits, and provide an efficient referral system.

- **Crisis Counseling and Training**

The Crisis Counseling Assistance and Training Program provides immediate, short-term crisis counseling services. The program helps relieve grieving, stress, or mental health problems caused or aggravated by a disaster or its aftermath. Assistance provided is short term and is at no cost to the disaster victim.

- **Disaster Legal Services**

Disaster Legal Services provides free disaster legal services for low-income individuals who, prior to or because of the disaster, are unable to secure legal services adequate to meet their disaster-related needs.

- **Disaster Unemployment Assistance (DUA)**

Administered by the impacted State, DUA provides financial assistance to individuals whose employment or self-employment has been lost or interrupted as a direct result of a major disaster declared by the President, and who are not covered by regular unemployment insurance.

- **Other Needs Assistance**

Other Needs Assistance awards help with medical, dental, funeral, personal property, transportation, moving and storage, and other expenses authorized by law (for uninsured or underinsured eligible applicants).

- **SBA – Disaster Loan Program:** Provides low-interest, long-term disaster loan assistance for qualified homeowners and renters, nonfarm businesses of all sizes, and nonprofit organizations to fund the repair and replacement of disaster-damaged property.

- **Department of Justice – Victims of Crime Assistance:** Supports Federal, State, tribal, and local efforts to provide assistance and crime victim compensation in incidents resulting from terrorism or acts of mass criminal violence, as appropriate.

- 1       • **Department of Housing and Urban Development (HUD)**
  - 2           • Provides Community Development Block Grants to support communitywide disaster
  - 3           recovery initiatives.
  - 4           • Provides disaster voucher program for eligible applicants.
  - 5           • Provides housing resources for individuals certified as eligible for long-term housing.
  - 6
- 7       • **Social Security Administration (SSA)**
  - 8           • Provides Social Security Disability, Social Security Retirement, Social Security
  - 9           Survivors, Special Veterans, and Supplemental Security Income.
  - 10          • Insures continuity of service to beneficiaries.
  - 11
- 12       • **Department of Veterans Affairs (VA) – Veterans Assistance Program**
  - 13           • Provides insurance settlements, adjustments to home mortgages and death benefits.
  - 14           • Ensures continuity of services, such as pensions, to beneficiaries.
  - 15
- 16       • **Department of Health and Human Services (HHS)**
  - 17           • Expedites claims for new Federal benefits.
  - 18           • Ensures continuity of services to beneficiaries, such as Medicaid, Temporary
  - 19           Assistance to Needy Families, Child Care, etc.
  - 20           • Supports States hosting relocated populations by extending existing programs and
  - 21           benefits or taking other actions as needed, consistent with program authorities.
  - 22           • Provides support and consultation to the primary agency in the development and
  - 23           provision of case management services.
  - 24           • Provides public health and medical support under ESF #8.
  - 25
- 26       • **U.S. Postal Service (USPS):** Provides extended mail services to relocated populations.
- 27
- 28       • **Internal Revenue Service (IRS):** Provides tax relief/refunds to people affected by a
- 29       disaster.
- 30

**ORGANIZATION**

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**Headquarters – National Response Coordination Center**

The ESF #6 coordinator will contact and activate ESF #6 support agencies as required. As primary agency, it will identify initial needs and ensure that the requested, necessary support is in place for the support agencies to execute their missions to include Requests for Assistance, activation of pre-scripted mission assignments, and issuance of mission assignments.

**Regions – Regional Response Coordination Center**

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- Liaisons to other ESFs and related functions are assigned by their respective agencies or departments, as needed.
- Coordinates ESF #6 Federal resource requests with Federal departments and agencies and the NRCC, as appropriate.
- Assesses the situation and identifies resource requirements in close coordination with State counterparts.
- Provides updated reports on current mass care, emergency assistance, housing, and human services activities.
- Provides technical assistance to the designated State lead agencies, as needed.
- Manages the process for State requests for Federal assistance.
- Anticipates and identifies future requirements.

**Field – Joint Field Office ESF #6**

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- Works in concert with the designated State, tribal, and local government in the provision of mass care, emergency assistance, housing, and human services.
- Reports on current mass care services using data provided by the American Red Cross regarding its own mass care activities and data provided by State, tribal, and local governments and NGOs regarding additional mass care activities in the community. The NSS will be utilized to record this information to the maximum extent possible.
- Collaborates with State to reunify separated family members.
- Facilitates the process by which NGOs providing mass care services in affected State(s) request resource support from the Federal Government, through coordination with DHS/FEMA Voluntary Agency Liaisons (VALs) and the designated State lead agency for mass care.
- Develops initial housing strategy in coordination with States, DHS/FEMA Headquarters, regions, local jurisdictions, and ESF #6 support agencies.

**RESPONSIBILITIES**

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**ESF #6 Coordinator and Primary Agency: DHS/FEMA**

As the primary agency for ESF #6, DHS/FEMA is responsible for:

- Coordinating Federal support agencies and NGOs performing ESF #6 missions.
- Funding supporting agencies in sufficient time to allow for execution of ESF #6 activities.
- Ensuring that other ESFs deliver adequate response in sufficient time for successful completion of ESF #6 activities.
- Coordinating with nonaffected States for additional shelter capacity.
- Coordinating with State and tribal governments to depopulate shelters as required and, when possible, plan for the return of evacuees to their predisaster locations.

**Transition**

As primary response activities are completed, incident management priorities place greater emphasis on recovery. ESF #6 provides procedures to ensure that:

- Transition is mutually determined by the primary agencies.
- Staff from the primary and support agencies remain activated through the initial phase of recovery activities to ensure all response issues are addressed and to support the transition of related issues and responsibilities from mass care to housing.

**SUPPORT AGENCIES**

Agency	Functions
<b>Department of Agriculture</b>	<b>Food and Nutrition Service (FNS)</b> <ul style="list-style-type: none"><li>• Locates and secures supplies of food, including federally owned surplus foods, to supplement those in the disaster area.</li><li>• Provides statistics on the quantities and locations of food furnished by the FNS.</li><li>• Provides other food and nutritional assistance in accordance with ESF #11.</li><li>• Provides emergency food stamps.</li></ul>
	<b>Forest Service</b> <ul style="list-style-type: none"><li>• Provides available departmental resources (e.g., cots, blankets, sleeping bags, personnel) for shelters.</li><li>• Provides logistical guidance and support.</li></ul>
	<b>Animal and Plant Health Inspection Service:</b> Provides technical assistance to State, tribal, and local governments and DHS/FEMA regarding the search and rescue, evacuation, sheltering, and care of common household pets and service animals.
<b>Department of Defense/U.S. Army Corps of Engineers</b>	<ul style="list-style-type: none"><li>• Fulfills mass care requirements for ice and water in coordination with ESF #6.</li><li>• Provides assistance by inspecting mass care shelter sites to ensure suitability of facilities to safely shelter victims.</li><li>• Provides assistance in constructing temporary shelter facilities in the affected area, as required.</li><li>• Provides temporary housing support, such as temporary structures and expedited repair of damaged homes (to include temporary roofing or other repairs that facilitate reoccupation of minimally damaged structures), as necessary.</li></ul>
<b>Department of Health and Human Services</b>	<ul style="list-style-type: none"><li>• Executes requirements as defined under the Crisis Counseling and Training Program.</li><li>• Provides support within the disaster-affected area through the deployment of prepositioned human services assessment teams.</li><li>• Provides interdepartmental policy and planning, program management, and oversight of HHS staff onsite to HHS regional staff responsible for the coordination of human services provision.</li><li>• Provides assistance to State agencies that administer emergency human services programs within the Disaster Recovery Centers.</li><li>• Provides subject-matter expertise, consultation, and technical assistance to ESF #6 partners on disaster human services issues (e.g., working with at-risk and special needs populations, assessing child care needs, accessing HHS programs that address human services needs in an emergency, etc.).</li></ul>

**Emergency Support Function #6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex**

Agency	Functions
<b>Department of Health and Human Services</b>	<b>Public Health and Medical</b> <ul style="list-style-type: none"> <li>Provides HHS medical workers to augment health services personnel as appropriate.</li> <li>Provides medical care and mental health services for impacted populations either in or outside the shelter locations in accordance with appropriate guidelines utilized by local health agency.</li> <li>Informs people receiving services under HHS direction about the availability of the NEFRLS system.</li> <li>Provides technical assistance for shelter operations related to food, vectors, water supply, and waste disposal.</li> <li>Assists in the provision of medical supplies and services.</li> <li>Coordinates emergency medical care in shelters as needed at the request of affected State(s) in accordance with appropriate guidelines utilized by local health agencies.</li> </ul>
	<b>Veterinary Medical Services</b> <ul style="list-style-type: none"> <li>Identifies and provides qualified Veterinary Medical personnel for events requiring veterinary medical services or public health support for companion, service, and other animals.</li> <li>Coordinates and provides emergency and disaster-related veterinary medical care services to impacted animal populations (including companion and service animals) in or outside of shelter locations until local infrastructures are reestablished.</li> <li>Provides veterinary public health, zoonotic disease control, environmental health, and related services.</li> </ul>
<b>Department of Homeland Security/Citizen Corps</b>	Involves community members in all-hazards emergency preparedness, planning, mitigation, response, and recovery.
<b>Department of Housing and Urban Development</b>	<ul style="list-style-type: none"> <li>Provides access to information on available habitable housing units, including housing units accessible to individuals with disabilities, owned or in HUD possession within or adjacent to the incident area for use as temporary housing.</li> <li>Provides available HUD staff to assist when needed with mass care and housing operations.</li> </ul>
<b>Department of the Interior</b>	<ul style="list-style-type: none"> <li>Provides available departmental resources (e.g., cots, blankets, sleeping bags, personnel) for shelters.</li> <li>Provides logistical guidance and support.</li> </ul>
<b>Department of Justice</b>	<ul style="list-style-type: none"> <li>In response to an act of criminal mass victimization (mass violence, domestic or international terrorism), may coordinate through the Office for Victims of Crime with Federal, State, tribal, and local service providers in the provision of assistance via the Antiterrorism and Emergency Assistance Program or other mechanisms.</li> <li>Provides Federal Tort Claims Act guidance and claims resolution services in support of ESF #6 American Red Cross activities.</li> <li>Provides security at mass care facilities when necessary to augment the capacity of State and local authorities.</li> </ul>
<b>Department of Labor</b>	<ul style="list-style-type: none"> <li>Through the Occupational Safety and Health Administration, provides technical assistance related to worker safety and health issues.</li> <li>Executes requirements as defined under the DUA program.</li> </ul>

**Emergency Support Function #6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex**

Agency	Functions
<b>Department of the Treasury/Internal Revenue Service</b>	<ul style="list-style-type: none"> <li>Assists victims with filing claims for tax refunds.</li> <li>Provides tax information and assistance.</li> <li>Distributes disaster kits containing tax forms and publications to help victims determine the amount of a causality loss deduction for destroyed property.</li> <li>Provides information on ways to reconstruct destroyed financial records.</li> <li>Provides copies or transcripts of previously filed tax returns free of charge to taxpayers located in the federally declared disaster area.</li> <li>May postpone tax deadlines to provide extra time to file and pay before assessing any penalty or additional amount to the tax. Interest may be abated for the period of time for which an extension of time to file tax returns and pay taxes is granted because the individual or business is located in a Presidentially declared disaster area.</li> <li>Executes agreement to supplement DHS/FEMA's teleregistration capabilities.</li> </ul>
<b>Department of Transportation</b>	Provides coordination of transportation resources, highway information, and other resources related to supporting transportation activities.
<b>Department of Veterans Affairs</b>	<ul style="list-style-type: none"> <li>May provide for food preparation and stockpiling in its facilities during the incident.</li> <li>Provides for the provision of medical supplies and services.</li> <li>Provides medical workers to augment health services personnel to support mass care operations, as appropriate.</li> <li>Provides available facilities suitable for mass shelter.</li> <li>Administers the laws providing benefits and other services to veterans and the dependents and beneficiaries of veterans.</li> <li>During incident operations, provides emergency healthcare services to veteran beneficiaries in VA medical facilities, to active duty military personnel, and, as resources permit, to civilians in communities affected by national security emergencies. Contributes to emergency support functions, including providing remedial infrastructure restoration, mass care services, resource (logistic) support, and health and medical services.</li> <li>Develops and maintains plans to make available housing assets that are habitable, and to which VA has title and possession, for use by victims.</li> <li>Works with lenders concerning foreclosure/waiver/underwriting/credit protection flexibilities related to VA-issued home loans.</li> </ul>
<b>General Services Administration</b>	<ul style="list-style-type: none"> <li>In coordination with ESF #2 – Communications, provides communications links to the DWH center from the disaster area.</li> <li>Provides other logistical support for mass care requirements as requested.</li> </ul>
<b>Small Business Administration</b>	<ul style="list-style-type: none"> <li>Provides low-interest, long-term loan assistance to homeowners, renters, businesses of all sizes, and nonprofit organizations to fund the repair or replacement of disaster-damaged property.</li> <li>Provides loan funds that also may include money for such things as relocation, mitigation, refinancing of existing liens, code-required upgrades, and 1-year insurance premiums.</li> </ul>
<b>Social Security Administration</b>	<ul style="list-style-type: none"> <li>Manages America's major income-support programs.</li> <li>Provides expedited processing of new Federal benefit claims during emergency operations.</li> </ul>
<b>U.S. Postal Service</b>	<ul style="list-style-type: none"> <li>Provides change-of-address cards for victims to notify the USPS of relocation addresses for mail forwarding, and assists in the distribution, collection, and mailing of those cards.</li> <li>Provides an electronic file of address-change information furnished by victims.</li> </ul>

**Emergency Support Function #6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex**

Agency	Functions
<b>American Red Cross</b>	<ul style="list-style-type: none"> <li>• Provides Red Cross staff to work daily at DHS/FEMA regional offices in support of ESF #6 Mass Care activities.</li> <li>• Provides specially trained liaisons to work at designated DHS/FEMA locations to support ESF #6 Mass Care activities as requested.</li> <li>• Provides subject-matter expertise on general mass care planning, preparedness, and response activities, as well as Red Cross-specific activities in these areas.</li> <li>• Provides information on current Red Cross mass care activities as requested prior to and during response operations.</li> <li>• Supports DHS/FEMA in working with designated State lead agencies for mass care in planning preparedness and response activities, to include exercise participation.</li> <li>• Provides guidance to designated State lead agency for mass care as the State determines its needs for Federal resource support.</li> <li>• Promotes cooperation and coordination among national-level NGOs that provide mass care services and appropriate government entities engaged in planning for response to major disasters.</li> <li>• Works on a case-by-case basis with DHS/FEMA on transient accommodations to eligible disaster victims.</li> <li>• Facilitates and supports re-unification programs in general population shelters operated by ARC.</li> <li>• Promotes public information sharing through its website (<a href="http://www.redcross.org">www.redcross.org</a>), National Response Center, and "Safe and Well" website.</li> </ul> <p>The American Red Cross role as the Nation's largest mass care service provider is separate and distinct from its role in the National Response Framework. In its role as a service provider, the American Red Cross works closely with State and local governments to provide mass care services to victims of every disaster, large and small, in an affected area. In providing these services, the American Red Cross fulfills its humanitarian mission, acting on its own behalf and not on behalf of the Federal Government or any other governmental entity.</p>
<b>Corporation for National and Community Service</b>	<p>Provides teams of trained National Service Participants (including AmeriCorps members, Learn and Serve America volunteers, and Retired and Senior Volunteer Program volunteers) to carry out a wide range of response and recovery support activities emphasizing disadvantaged communities and special needs residents, including:</p> <ul style="list-style-type: none"> <li>• Canvassing, needs assessment, and information distribution.</li> <li>• Shelter and feeding support; and distribution of water, food, ice, and other emergency goods.</li> <li>• Debris clearance, temporary roof repair, and elimination of identified health/safety hazards.</li> <li>• Unaffiliated volunteer support and warehousing assistance.</li> <li>• Registration and call center support.</li> <li>• Case management assistance.</li> <li>• Other appropriate activities identified by ESF #6 coordinators or DHS/FEMA VALS.</li> </ul>

**Emergency Support Function #6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex**

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Agency	Functions
<b>National Voluntary Organizations Active in Disaster</b>	<ul style="list-style-type: none"><li>• Facilitates and encourages collaboration, communication, cooperation, and coordination, and builds relationships among members while groups plan and prepare for emergencies and disaster incidents.</li><li>• Assists in communicating to the government and the public the services provided by its national member organizations.</li><li>• Facilitates information sharing during planning and preparedness and after a disaster incident.</li><li>• Provides members with information pertaining to the severity of the disaster, needs identified, and actions of “helpers” throughout the response, relief, and recovery process.</li><li>• Provides guidance in client information sharing, spiritual and emotional care management of unaffiliated volunteers, and unsolicited donated goods, as needed.</li></ul>

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### ESF Coordinator:

General Services Administration

### Primary Agency:

General Services Administration

### Support Agencies:

Department of Commerce  
Department of Energy  
Department of Homeland Security  
Department of Labor  
Department of Transportation  
Department of Veterans Affairs  
National Aeronautics and Space  
Administration  
Office of Personnel Management

## INTRODUCTION

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### Purpose

Emergency Support Function (ESF) #7 – Resource Support assists the Department of Homeland Security (DHS), supporting Federal agencies and State, tribal, and local governments requiring resource support prior to, during, and/or after incidents requiring a coordinated Federal response.

### Scope

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Resource support to Federal, State, tribal, and local governments consists of emergency relief supplies, facility space, office equipment, office supplies, telecommunications (in accordance with the Office of Science and Technology Policy (OSTP) National Plan for Telecommunications Support in Non-War-time Emergencies), contracting services, transportation services (in coordination with ESF #1 – Transportation), and personnel required to support immediate response activities. ESF #7 provides support for requirements not specifically identified in other ESFs, including excess and surplus property. Resource support may continue until the disposition of excess and surplus property, if any, is completed.

### Policies

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Upon activation of ESF #7, Resource Support agencies provide operational assistance to the affected areas.

Support agencies furnish resources to help meet ESF #7 requirements, including procurement personnel necessary to establish operations effectively at the headquarters and regional levels. Such support is terminated at the earliest practical time.

Equipment and supplies are provided from current Federal stocks or, if necessary, from commercial sources. ESF #7 does not stockpile supplies.

All General Services Administration (GSA) support is provided through ESF #7.

All procurement is supported by a written justification in accordance with current Federal laws and regulations, which, when necessary, authorize other than "full and open competition." GSA is the central procurement authority for the Federal Government. All procurement actions made at the request of Federal agencies in support of the National Response Framework are in accordance with GSA's statutory and administrative requirements and use the appropriate fund citation/reimbursement procedures. These procedures are described in the GSA/Federal Emergency Management Agency (FEMA) Memorandum of Understanding, dated February 2, 1989, or succeeding agreements.

ESF #7 provides the operational support needed to establish the response capacity of Federal agencies.

## **CONCEPT OF OPERATIONS**

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### **General**

Nationwide Resource Support capabilities are channeled through the National Response Coordination Center (NRCC), the Regional Response Coordination Centers (RRCCs), or the Joint Field Office (JFO). The primary determination of resource needs is made by operational elements at the regional level. Requests for resources flow upward and are tracked at the headquarters level. Existing Federal resources provide the primary source of personnel, equipment, materials, and supplies. Support that cannot be provided from Federal resources is secured through direct procurement or donations.

## **ORGANIZATION**

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### **Headquarters-Level Response Support Structure**

The Federal headquarters-level ESF #7 operates under the direction of the GSA Emergency Coordinator (EC).

ESF #7 support operations are coordinated through the GSA EC in the Central Office, Washington, DC.

Upon notification of an incident requiring a coordinated Federal response, the GSA EC makes an initial determination of which ESF #7 support agencies are required to provide immediate support and which are required to remain on standby.

The EC represents ESF #7 in its interaction with the Domestic Readiness Group and maintains liaison with the regional ESF #7 and other interested parties.

GSA Central Office provides administrative support to ESF #7.

### **Regional-Level Response Support Structure**

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The GSA Regional Administrator (RA), Regional Emergency Coordinator (REC), or Deputy REC (DREC) is the regional ESF #7 leader.

The GSA RA, REC, or DREC provides a team that may consist of one or more of the following: a Federal Emergency Support Coordinator and/or team leader, contracting officer, telecommunications specialist, and real estate/leasing specialist, if needed, to coordinate the provision of ESF #7 support at the RRCC or JFO.

The regional ESF #7 leader, along with a real estate/leasing specialist and a DHS representative, determines the location of the JFO in conjunction with the affected State/tribal representative.

Support agencies provide representatives at the JFO on a 24-hour (12-hour shift) basis for the duration of the emergency response period, if required.

For an incident affecting a multistate area, one location may be chosen as a consolidation point for all Resource Support activities. The location must enhance support to all affected States and ensure coordination with other ESFs. The location is determined in concert with DHS and other ESFs during the planning process.

## **ACTIONS: INITIAL ACTIONS**

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### **Headquarters**

Upon notification of a potential or actual incident:

- The GSA EC or an authorized representative, within 2 hours after notification, alerts the headquarters and regional ESF points of contact as required, ensuring that all internal GSA parties are fully informed of developments;
- The GSA EC alerts supporting agencies, as required; and
- The GSA EC provides support to Federal agencies engaged in the incident response as requirements are identified.

### **Region**

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The REC or DREC assumes control of ESF #7 operations in the affected regions.

The REC or DREC provides the following support as necessary:

- Deploys a representative to the RRCC.
- Deploys a team to the State emergency operations center as part of the Incident Management Assist Team (IMAT) or, if circumstances dictate, the team may deploy to an Interim Operating Facility, the disaster site, or another location as specified by DHS.
- Ensures that a suitable JFO facility, using preidentified locations where applicable, is acquired and ready to occupy within 72 hours of receiving DHS requirements and/or DHS acceptance of the space.
- Provides support in acquiring communications, office furniture, equipment, and supplies to equip the JFO.

## **ACTIONS: CONTINUING ACTIONS**

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Using the following procedures, ESF #7 provides, controls, and accounts for goods and services.

- Upon notification of space requirements, ESF #7 determines, through the regional GSA Public Building Service (PBS), the availability of suitable space in federally owned or leased buildings.
- When space in federally owned or leased buildings is not available or acceptable, the DHS/FEMA Regional Administrator or Federal Coordinating Officer (FCO) is notified. The ESF continues to work with the regional PBS to assist in locating suitable space elsewhere.

- Communications support is provided in accordance with the OSTP National Plan for Telecommunications Support in Non-Wartime Emergencies.
- Contracting support is provided to augment ESF #1 activities, as required.
- Motor equipment is provided and coordinated with ESF #1 from the following sources:
  - Equipment owned by Federal agencies that is reassigned to the Federal operation.
  - Federal supply schedule contractors.
  - Other commercial sources.
- All required office furniture and equipment is provided from Federal inventories or commercial sources.
- Office supplies and other expendables are provided from distribution centers or other government and commercial sources. Small businesses and vendors in the affected area are used whenever possible.
- Support is provided as required to augment DHS/FEMA and other ESF procurement functions on a case by case basis using GSA contracting resources.
- ESF #7 makes available technical advisors (e.g., procurement, storage, transportation, and engineering advisory services specialists) in connection with damage surveys, appraisals, and building demolitions or repairs.
- ESF #7 determines the availability of and provides supplies stocked in distribution centers, the national defense stockpile, and customer supply centers if available.
- In addition to the above, ESF #7 transfers excess Federal personal property and provides other services as requested by the FCO.

### RESPONSIBILITIES

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#### Primary Agency: GSA

The GSA EC is responsible for providing, directing, and coordinating ESF #7 operations.

The GSA REC is responsible for coordinating the following:

- On a case-by-case basis, locating, procuring, and issuing resources to other Federal agencies for use in emergency operations necessary to support the Federal emergency response or to promote public safety.
- Coordinating the transfer of excess Federal personal property and assisting in its disposal when requested.
- Locating and coordinating the use of available space for incident management activities.
- Coordinating and determining the availability and provision of consumable nonedible supplies stocked in distribution centers and customer supply centers when available.
- Procuring required stocks from vendors or suppliers when GSA items are not available.

## Emergency Support Function #7 – Resource Support Annex

- Coordinating the procurement of communications equipment and services in accordance with the OSTP National Plan for Telecommunications Support in Non-Wartime Emergencies.
- Providing support to the GSA Regional Administrator for all Resource Support activities.
- Providing contract guard service via Federal Supply Schedules to protect Government property and assets in support of response and recovery activities.

### SUPPORT AGENCIES

Agency	Functions
<b>Department of Commerce</b>	Through the Interagency Committee on Seismic Safety in Construction/Building and Fire Research Laboratory of the National Institute of Standards and Technology, provides technical expertise on structural surveys as well as the procurement of external consulting services. This procedure is necessary to assess the structural and fire safety of Federal and non-Federal damaged buildings and lifelines (e.g., public works and utilities).
<b>Department of Energy</b>	In accordance with ESF #12 – Energy, coordinates with energy industries to assist in satisfying critical fuel, lubricant, and electrical power needs unable to be met by local, tribal, State, or Federal resources or actions.
<b>Department of Homeland Security</b>	<ul style="list-style-type: none"><li>• Acts as liaison to provide logistical support to Federal, State, tribal, and local governments.</li><li>• Provides Contracting Officers Technical Representatives from the RRCC, IMAT, or NRCC Logistics or Operations Section for all ESF #7-executed procurement contracts as appropriate.</li><li>• Provides an Accountable Property Officer to ensure compliance with property management regulations and assume responsibility for Federal property management associated with IMAT missions and general operations.</li></ul>
	<b>Office of Infrastructure Protection/National Communications System:</b> In accordance with ESF #2 – Communications, assists in coordinating the provision of commercial telecommunications assets within the incident area as appropriate.
<b>Department of Labor</b>	Provides technical personnel to assist in the identification and recruitment of individuals with specialized occupations needed to support incident response operations. The Job Corps at the regional level provides students and instructors capable of providing support. The Mine Safety and Health Administration provides engineering services to determine the cause or location of an event, performs structural integrity analysis, and recommends hazard mitigation.
<b>Department of Transportation</b>	In accordance with ESF #1, determines requirements, locations, and schedules for the movement of emergency supplies into and within the affected area.
<b>Department of Veterans Affairs</b>	<ul style="list-style-type: none"><li>• Provides technical assistance to identify and procure medical supplies and other medical services.</li><li>• Provides personnel knowledgeable in Federal procurement and distribution operations.</li><li>• Provides computer support operations as appropriate.</li></ul>
<b>National Aeronautics and Space Administration</b>	Provides available space, buildings, airports, and telecommunications as may be required for emergency support operations.
<b>Office of Personnel Management</b>	Identifies, locates, and, if necessary, recruits personnel needed to support incident operations after appropriate coordination with GSA.

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**ESF Coordinator:**

Department of Health and Human  
Services

**Primary Agency:**

Department of Health and Human  
Services

**Support Agencies:**

Department of Agriculture  
Department of Defense  
Department of Energy  
Department of Homeland Security  
Department of the Interior  
Department of Justice  
Department of Labor  
Department of State  
Department of Transportation  
Department of Veterans Affairs  
Environmental Protection Agency  
General Services Administration  
U.S. Agency for International  
Development  
U.S. Postal Service  
American Red Cross

**INTRODUCTION**

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**Purpose**

Emergency Support Function (ESF) #8 – Public Health and Medical Services provides the mechanism for coordinated Federal assistance to supplement State, tribal, and local resources in response to a public health and medical disaster, potential or actual incidents requiring a coordinated Federal response, and/or during a developing potential health and medical emergency.

Public Health and Medical Services includes behavioral health needs consisting of both mental health and substance abuse considerations for incident victims and response workers and, as appropriate, at-risk population groups defined in the Base Plan as individuals in need of additional medical response assistance, and veterinary and/or animal health issues.

**Scope**

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ESF #8 provides supplemental assistance to State, tribal, and local governments which is categorized in the following core functional areas:

- Assessment of public health/medical needs
- Health surveillance
- Medical care personnel
- Health/medical/veterinary equipment and supplies
- Patient evacuation
- Patient care
- Safety and security of drugs, biologics, and medical devices
- Blood and blood products
- Food safety and security
- Agriculture safety and security
- Worker safety and health
- All-hazard public health and medical consultation, technical assistance, and support
- Behavioral health care

- Public health and medical information
- Vector control
- Potable water/wastewater and solid waste disposal
- Fatality management
- Veterinary medical support
- Human services coordination

## **Policies**

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The Secretary of Health and Human Services (HHS) leads all Federal public health and medical response to public health emergencies and incidents covered by the National Response Framework.

The Secretary of HHS shall assume operational control of Federal emergency public health and medical response assets, as necessary, in the event of a public health emergency, except for members of the Armed Forces, who remain under the authority and control of the Secretary of Defense.

The Secretary of HHS, through the Office of the Assistant Secretary for Preparedness and Response (ASPR), coordinates national ESF #8 preparedness, response, and recovery actions. These actions do not alter or impede the existing authorities of any department or agency supporting ESF #8.

HHS coordinates all ESF #8 response actions consistent with HHS internal policies and procedures (e.g., HHS Concept of Operations Plan for Public Health and Medical Emergencies, and the National Disaster Medical System (NDMS) Four Partner Memorandum of Agreement).

ESF #8 support agencies are responsible for maintaining administrative control over their respective response resources after receiving coordinating instructions from HHS.

The Emergency Management Group (EMG), operating from the HHS Secretary's Operations Center (SOC), coordinates the overall national ESF #8 response for the ASPR and maintains constant communications with the National Operations Center (NOC).

All headquarters and regional organizations (including those involved in other ESFs) participating in response operations report public health and medical requirements to the appropriate ESF #8 representative operating in the National Response Coordination Center (NRCC), the Regional Response Coordination Center (RRCC), or the Joint Field Office (JFO) when activated.

The Joint Information Center (JIC), established in support of the National Response Framework, is authorized to release general medical and public health response information to the public. When possible, a recognized spokesperson from the public health and medical community (State, tribal, or local) delivers relevant community messages. After consultation with HHS, the lead Public Affairs Officer from other JICs may also release general medical and public health response information.

In the event of a zoonotic disease outbreak or in coordination with ESF #11 – Agriculture and Natural Resources, public information may be released after consultation with the Department of Agriculture (USDA).

As the lead agency for ESF #8, HHS determines the appropriateness of all requests for release of public health and medical information and is responsible for consulting with and organizing Federal public health and medical subject-matter experts, as needed.

## CONCEPT OF OPERATIONS

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### General

Upon notification, the ASPR alerts identified HHS personnel to represent ESF #8, as required, in or on the:

- Domestic Readiness Group (DRG).
- NOC (Planning Element or Watch).
- NRCC.
- RRCC/JFO.
- National/regional teams.
- JIC.
- Other Federal, State, or tribal operations centers as required by the mission.

HHS notifies and requests all supporting departments and agencies to participate in headquarters coordination activities. The ASPR may request ESF #8 support agencies and organizations to provide liaison personnel to the HHS Headquarters command locations.

HHS Headquarters and ESF #8 staff provide liaison and communication support to regional ESF #8 offices.

Regional ESF #8 staff may be assisted by supporting Federal partners and HHS components.

ESF #8 staff in the RRCC or JFO will conduct a risk analysis, evaluate, and determine the capability required to meet the mission objective and provide required public health and medical support medical assistance to State, tribal, and local medical and public health officials.

In the early stages of an incident, it may not be possible to fully assess the situation and verify the level of assistance required. In such circumstances, HHS may provide assistance under its own statutory authorities. In these cases, every reasonable attempt is made to verify the need before providing assistance.

During the response period, HHS has primary responsibility for the analysis of public health and medical assistance, determining the appropriate level of response capability based on the requirement as well as developing updates and assessments of public health status.

## ORGANIZATION

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### Headquarters

The Secretary of HHS leads the ESF #8 response. ESF #8, when activated, is coordinated by the ASPR. Once activated, ESF #8 functions are coordinated by the EMG through the SOC. During the initial activation, HHS coordinates audio and video conference calls with the ESF #8 supporting departments and agencies, and public health and medical representatives from State, tribal, and local governments, to discuss the situation and determine the appropriate initial response actions.

HHS alerts and requests supporting organizations to provide a representative to the EMG to provide liaison support.

Public health and medical subject-matter experts (including partners representing all appropriate populations, such as pediatric populations, populations with disabilities, the aging, and those with temporary or chronic medical conditions) from HHS and ESF #8 organizations are consulted as needed.

## **Regional**

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HHS coordinates ESF #8 field response activities according to internal policies and procedures.

HHS may designate a Senior Health Official to serve as the senior Federal health official in the JFO.

Regional ESF #8 staff are ready to rapidly deploy, as the Incident Response Coordination Team – Advance (IRCT-A) to provide initial ESF #8 support to the affected location. As the situation matures, the IRCT-A will receive augmentation from HHS and partner agencies transitioning into a full IRCT capable of providing the full range of ESF #8 support to include medical command and control.

The regional ESF #8 staff includes representatives to staff the RRCC and/or JFO, as required, on a 24-hour basis for the duration of the incident.

## **ACTIONS: INITIAL ACTIONS**

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The HHS EMG increases staffing immediately on notification of an actual or potential public health or medical emergency. When activated by the NRCC, HHS consults with the appropriate ESF #8 supporting organizations to determine the need for assistance according to the functional areas listed below.

### **Assessment of Public Health/Medical Needs**

HHS, in collaboration with DHS, mobilizes and deploys ESF #8 personnel to support national or regional teams to assess public health and medical needs, including the needs of at-risk population groups, such as language assistance services for limited English-proficient individuals and accommodations and services for individuals with disabilities. This function includes the assessment of the health care system/facility infrastructure.

### **Health Surveillance**

HHS, in coordination with health agencies, enhances existing surveillance systems to monitor the health of the general population and at-risk population groups; carries out field studies and investigations; monitors injury and disease patterns and potential disease outbreaks, blood and blood product biovigilance, and blood supply levels; and provides technical assistance and consultations on disease and injury prevention and precautions.

**Medical Care Personnel**

Immediate medical response capabilities are provided by assets internal to HHS (e.g., U.S. Public Health Service Commissioned Corps, NDMS, and Federal Civil Service employees) and from ESF #8 supporting organizations.

- ESF #8 may request the Department of Defense (DOD) support in casualty clearing and staging operations.
- ESF #8 may seek individual clinical public health and medical care specialists from the Department of Veterans Affairs (VA) to assist State, tribal, or local public health and medical personnel.
- ESF #8 may engage civilian volunteers to assist State, tribal, and local public health and medical personnel.

**Health/Medical/Veterinary Equipment and Supplies**

In addition to deploying assets from the Strategic National Stockpile (SNS), ESF #8 may request DOD or the VA to provide medical equipment, durable medical equipment, and supplies, including medical, diagnostic, and radiation-detecting devices, pharmaceuticals, and biologic products in support of immediate medical response operations and for restocking health care facilities in an area affected by a major disaster or emergency. When a veterinary response is required, assets may be requested from the National Veterinary Stockpile.

**Patient Evacuation**

ESF #8 is responsible for transporting seriously ill (seriously ill describes persons whose illness or injury is of such severity that there is cause for immediate concern, but there is not imminent danger to life) or injured patients, from casualty collection points in the impacted area to designated reception facilities.

ESF #8 may request DOD, VA, ESF #1 – Transportation, and ESF #5 – Emergency Management to provide support for evacuating seriously ill or injured patients. Support may include providing transportation assets, operating and staffing NDMS Federal Coordination Centers, and processing and tracking patient movements from collection points to their final destination reception facilities.

DOD is the only recognized Federal partner responsible for regulating and tracking patients transported on DOD assets to appropriate treatment facilities (e.g., NDMS hospitals).

**Patient Care**

ESF #8 may task HHS components to engage civil service personnel, the Commissioned Officer Corps, the regional offices, and States to engage civilian volunteers and request the VA and DOD to provide available personnel to support prehospital triage and treatment, inpatient hospital care, outpatient services, pharmacy services, and dental care to victims who are seriously ill, injured, or suffer from chronic illnesses who need evacuation assistance, regardless of location.

ESF #8 may assist with isolation and quarantine measures and with point of distribution operations (mass prophylaxis and vaccination). Health care providers will ensure appropriate patient confidentiality is maintained, including Health Insurance Portability and Accountability Act privacy and security standards, where applicable.

**Safety and Security of Drugs, Biologics, and Medical Devices**

ESF #8 may task HHS components to ensure the safety and efficacy of and advise industry on security measures for regulated human and veterinary drugs, biologics (including blood and vaccines), medical devices (including radiation emitting and screening devices), and other HHS-regulated products.

**Blood and Blood Products**

ESF #8 monitors blood availability and maintains contact with the civilian blood industry and, as necessary, its individual members, to determine the need for blood, blood products, and the supplies used in their manufacture, testing, and storage; the ability of existing supply chain resources to meet these needs; and any emergency measures needed to augment or replenish existing supplies.

**Food Safety and Security**

ESF #8, in cooperation with ESF #11, may task HHS components and support agencies to ensure the safety and security of federally regulated foods. (Note: HHS, through the Food and Drug Administration (FDA), has statutory authority for all domestic and imported food except meat, poultry, and egg products, which are under the authority of the USDA Food Safety and Inspection Service, and the Environmental Protection Agency, which establishes tolerances for pesticide residues.)

**Agriculture Safety and Security**

ESF #8, in coordination with ESF #11, may task HHS components to ensure the health, safety, and security of food-producing animals, animal feed, and therapeutics. (Note: HHS, through the FDA, has statutory authority for animal feed and for the approval of animal drugs intended for both therapeutic and nontherapeutic use in food animals as well as companion animals.)

**Worker Safety and Health**

ESF #8 may request the Department of Labor (DOL)/Occupational Safety and Health Administration to implement the processes in the Worker Safety and Health Support Annex to provide technical assistance for worker safety and health.

ESF #8 may task HHS components and request support from DOL and other cooperating agencies, as needed, to assist in monitoring the health and well-being of disaster victims and emergency workers performing field investigations and studies addressing worker health and safety issues; and providing technical assistance and consultation on worker health and safety measures and precautions.

**All-Hazard Public Health and Medical Consultation, Technical Assistance, and Support**

ESF #8 may task HHS components, regional offices, and support agencies to assist in assessing public health, medical, and veterinary medical effects resulting from all hazards. Such tasks may include assessing exposures on the general population and on high-risk population groups; conducting field investigations, including collection and analysis of relevant samples; providing advice on protective actions related to direct human and animal exposures, and on indirect exposure through contaminated food, drugs, water supply, and other media; and providing technical assistance and consultation on medical treatment, screening, and decontamination of injured or contaminated individuals. While State, tribal, and local governments retain primary responsibility for victim screening and decontamination operations, ESF #8 can deploy the National Medical Response Teams to assist with victim decontamination.

1     **Behavioral Health Care**

2  
3     ESF #8 may task HHS components and support agencies to assist in assessing mental health  
4     and substance abuse needs, including emotional, psychological, behavioral, or cognitive  
5     limitations requiring assistance or supervision; providing disaster mental health training  
6     materials for workers; providing liaison with assessment, training, and program development  
7     activities undertaken by Federal, State, tribal, or local mental health and substance abuse  
8     officials; and providing additional consultation as needed.

9  
10    **Public Health and Medical Information**

11  
12    ESF #8 provides public health, disease, and injury prevention information that can be  
13    transmitted to members of the general public who are located in or near areas affected in  
14    languages and formats that are understandable to individuals with limited English proficiency  
15    and individuals with disabilities.

16  
17    **Vector Control**

18  
19    ESF #8 may task HHS components and request assistance from other ESF #8 partner  
20    organizations, as appropriate, to assist in assessing the threat of vector-borne diseases;  
21    conducting field investigations, including the collection and laboratory analysis of relevant  
22    samples; providing vector control equipment and supplies; providing technical assistance and  
23    consultation on protective actions regarding vector-borne diseases; and providing technical  
24    assistance and consultation on medical treatment of victims of vector-borne diseases.

25  
26    **Potable Water/Wastewater and Solid Waste Disposal**

27  
28    ESF #8, in coordination with ESF #3 – Public Works and Engineering and ESF #10 – Oil and  
29    Hazardous Materials Response, as appropriate, may task HHS components and request  
30    assistance from other ESF #8 organizations, as appropriate, to assist in assessing potable  
31    water, wastewater, solid waste disposal, and other environmental health issues; conducting  
32    field investigations, including collection and laboratory analysis of relevant samples; providing  
33    water purification and wastewater/solid waste disposal equipment and supplies; and providing  
34    technical assistance and consultation on potable water and wastewater/solid waste disposal  
35    issues.

36  
37    **Fatality Management**

38  
39    ESF #8, when requested by State, tribal, or local officials, in coordination with its partner  
40    organizations, will assist the jurisdictional medico-legal authority in the tracking and  
41    documenting of human remains and associated personal effects; reducing the hazard presented  
42    by contaminated human remains (when indicated and possible); establishing temporary  
43    morgue facilities; determining the cause and manner of death; collecting antemortem data in a  
44    legal, compassionate, and culturally competent fashion from legally authorized individuals;  
45    performing postmortem data collection and documentation; identifying human remains using  
46    scientific means; and preparing, processing, and returning human remains and personal effects  
47    to the legally authorized person(s) when possible.

48  
49    ESF #8 may tasks HHS components and request assistance from other ESF #8 partner  
50    organizations, as appropriate, to provide support to families of victims during the victim  
51    identification mortuary process.

**Veterinary Medical Support**

ESF #8 will provide emergency veterinary assistance to ESF #11. Support will include the amelioration of zoonotic disease and caring for research animals where ESF #11 does not have the requisite expertise to render appropriate assistance.

ESF #8 will assist ESF #11 as required to protect the health of livestock, companion, and service animals by ensuring the safety of the manufacture and distribution of foods and drugs given to animals used for human food production, as well as companion animals.

**Human Services Coordination**

During a Stafford Act declaration where Federal human services are being requested, ESF #8's role in supporting DHS/Federal Emergency Management Agency (FEMA) is to: 1) coordinate with the ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services lead agencies to ensure that the appropriate benefits are delivered to the impacted population; 2) provide expertise and guidance on the public health and human services issues that impact the needs of special high-risk population groups (e.g., the elderly, children under 8, people with permanent or temporary physical or cognitive disabilities, people with mental illness, or other groups) as identified by the affected State; and 3) depending on the unique characteristics of specific disasters and if requested by DHS/FEMA, provide onsite technical assistance regarding case management to serve a broader group of disaster victims beyond special high-risk population groups.

HHS will provide ongoing coordination with State, tribal, and local agencies, nongovernmental organizations, and Federal partners to improve the delivery of assistance to disaster victims.

ESF #8 medical response personnel will inform receiving services under ESF #8 about the National Emergency Family Registry and Locator System and also facilitate their access to the system, in order to assist displaced adults and medically evacuated patients in reunification with their families.

ESF #8 assists in the identification of the medical care needs of individuals who are members of high-risk population groups, including needs for language-assistance services and accommodations, to provide training and training materials about how to assess and meet those needs and to serve as a liaison for State, tribal, or local governments and Federal agencies in responding to the identified needs and ensuring appropriate and effective communication regarding shelters for the population requiring support, using the communication mechanisms mandated by sections 508 and 504 of the Rehabilitation Act.

## ACTIONS: CONTINUING ACTIONS

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### Headquarters and Regional Support

ESF #8 continuously acquires and assesses information on the incident. The EMG, ESF #8 regional staff, and ESF #8 liaison staff in the RRCC/JFO continue to identify the nature and extent of public health and medical problems and establish appropriate monitoring and public surveillance. Other sources of information may include:

- ESF #8 support agencies and organizations.
- Various Federal officials in the incident area.
- State health, agricultural, or animal health officials.
- State emergency medical services authorities.
- Tribal officials.
- State incident management authorities.
- Officials of the responsible jurisdiction in charge of the disaster scene.

Because of the potential complexity of the public health and medical response, conditions may require ESF #8 subject-matter experts to review public health and medical information and advise on specific strategies to manage and respond to a specific situation most appropriately.

### Activation of Public Health/Medical Response Teams

HHS components are deployed directly as part of the ESF #8 response. Public health and medical personnel and teams provided by ESF #8 are deployed under a DHS/FEMA mission assignment.

### Coordination of Requests for Medical Transportation

In a major public health or medical emergency, local transportation assets may not be sufficient to meet the demand. State, tribal, and local requests for Federal medical transportation assistance are executed by ESF #8 in coordination with ESF #1. Such assistance may include accessible transportation for at-risk population groups.

### Coordination for Obtaining, Assembling, and Delivering Medical Equipment and Supplies to the Incident Area

ESF #8 will coordinate with DHS/FEMA, VA, DOD, the Department of Transportation (DOT), the General Services Administration (GSA), and other Federal partners as required to arrange for the procurement and transportation of medical and durable medical equipment and supplies.

### Communications

ESF #8 establishes communications necessary to coordinate Federal public health, medical, and veterinary medical assistance effectively.

1     **Public Affairs Information Requests**

2  
3     Requests for information may be received from various sources, such as the media and the  
4     general public, and are referred to ESF #15 – External Affairs for action and response. ESF #8  
5     makes available language-assistance services, such as interpreters for different languages,  
6     telecommunications devices for the deaf, and accessible print media, to facilitate  
7     communication with all members of the public.

8  
9     **After-Action Reports/Lessons Learned**

10  
11     ESF #8, on completion of the incident, prepares a summary after-action report and lessons  
12     learned. These reports identify key problems; indicate how they were solved, and make  
13     recommendations for improving response operations. ESF #8 will request input and coordinate  
14     the preparation of the after-action report and lessons learned with all supported and supporting  
15     agencies.

16  
17     **RESPONSIBILITIES**

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18  
19     **Primary Agency: HHS**

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21
  - 22         • Leads the Federal effort to provide public health and medical assistance to the affected  
23         area.
  - 24         • Coordinates staffing of the HHS EMG to support the response operation.
  - 25         • Requests appropriate ESF #8 organizations to activate and deploy public health, medical  
26         and veterinary medical personnel, equipment, and supplies in response to requests for  
27         Federal public health and medical assistance, as appropriate.
  - 28         • Uses HHS personnel (U.S. Public Health Service Commissioned Corps, NDMS, Federal Civil  
29         Service, and civilian volunteers) to address public health, medical, and veterinary medical  
30         needs.
  - 31         • Assists and supports State, tribal, and local officials in performing monitoring for internal  
32         contamination and administering pharmaceuticals for internal decontamination.
  - 33         • Assists State, tribal, and local departments in establishing a registry of potentially exposed  
34         individuals, performing dose reconstruction, and conducting long-term monitoring of this  
35         population for potential long-term health effects.
  - 36         • Monitors blood and blood product shortages and reserves, including the safety and  
37         availability of the blood supply.
  - 38         • Activates NDMS as necessary to support incident response operations.
  - 39         • Evaluates requests for deployment or redeployment of the SNS and Federal Medical Stations  
40         based upon relevant threat information.
  - 41         • Coordinates public health and medical support, patient evacuation, and movement  
42         requirements with other primary and supporting departments, agencies, and governments  
43         throughout the incident.
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## Emergency Support Function #8 – Public Health and Medical Services Annex

- Assures the safety and security of food in coordination with other responsible Federal agencies (e.g., USDA). In cooperation with State, tribal, and local authorities, assesses whether food manufacturing, food processing, food distribution, food service, and food retail establishments in the affected area are able to provide safe and secure food.
- In cooperation with State, tribal, and local authorities as well as the food industry, conducts tracebacks or recalls of adulterated products.
- In cooperation with Federal, State, tribal, and local authorities, ensures the proper disposal of contaminated products and the decontamination of affected food facilities in order to protect public health.
- Provides support for public health matters for radiological incidents as a member of the Advisory Team for Environment, Food, and Health.

### SUPPORT AGENCIES

Agency	Functions
<b>Department of Agriculture</b>	<ul style="list-style-type: none"><li>• Provides appropriate personnel, equipment, and supplies.</li><li>• Provides support for public health matters for radiological incidents as a member of the Advisory Team for Environment, Food, and Health.</li></ul> <p>USDA also supports a multiagency response to a domestic incident through:</p> <ul style="list-style-type: none"><li>• Provision of nutrition assistance.</li><li>• Control and eradication of an outbreak of a highly contagious or an economically devastating animal disease.</li><li>• Assurance of food safety and security, in coordination with other responsible Federal agencies, or any combination of these requirements.</li><li>• Provision of appropriate personnel, equipment, and supplies, coordinated through the Animal and Plant Health Inspection Service Emergency Management Operations Center. Support is primarily for coordination of animal issues such as disposal of animal carcasses, protection of livestock health, and zoonotic diseases associated with livestock.</li></ul>
<b>Department of Defense</b>	<ul style="list-style-type: none"><li>• Alerts DOD NDMS Federal Coordinating Centers (FCCs) (Army, Navy, Air Force) and provides specific reporting/regulating instructions to support incident relief efforts.</li><li>• Alerts DOD NDMS FCCs to activate NDMS patient reception plans in a phased, regional approach, and when appropriate, in a national approach.</li><li>• At the request of HHS, coordinates with ESF #1 to provide support for the evacuation of seriously ill or injured patients to locations where hospital care or outpatient services are available.</li><li>• Using available DOD transportation resources, in coordination with the NDMS Medical Interagency Coordination Group, evacuates and manages victims/patients from the patient collection point in or near the incident site to NDMS patient reception areas.</li><li>• Provides available logistical support to public health/medical response operations.</li><li>• Provides available medical personnel for casualty clearing/staging and other missions as needed including aero-medical evacuation and medical treatment. Mobilizes and deploys available Reserve and National Guard medical units, when authorized and necessary to provide support.</li><li>• Coordinates patient reception, tracking, and management to nearby NDMS hospitals, VA hospitals, and DOD military treatment facilities that are available and can provide appropriate care.</li></ul>

Agency	Function
<b>Department of Defense</b> (Continued)	<ul style="list-style-type: none"> <li>Provides available military medical personnel to assist ESF #8 in the protection of public health (such as food, water, wastewater, solid waste disposal, vectors, hygiene, and other environmental conditions).</li> <li>Provides available veterinary military personnel to assist ESF #8 personnel in the medical treatment of animals.</li> <li>Provides available DOD medical supplies for distribution to mass care centers and medical care locations being operated for incident victims with reimbursement to DOD.</li> <li>Provides available emergency medical support to assist State, tribal, or local governments within the disaster area and the surrounding vicinity. Such services may include triage, medical treatment, mental health support, and the use of surviving DOD medical facilities within or near the incident area.</li> <li>Provides assistance, as available, in managing human remains, including victim identification and mortuary affairs.</li> <li>Provides evaluation and risk management support through use of Defense Coordinating Officers, Emergency Preparedness Liaison Officers, and Joint Regional Medical Planners.</li> <li>Provides available blood products in coordination with HHS.</li> <li>Provides DOD confirmatory laboratory testing support in coordination with HHS.</li> </ul> <p><b>U.S. Army Corps of Engineers:</b> Through ESF #3, provides technical assistance, equipment, and supplies as required in support of HHS to accomplish temporary restoration of damaged public utilities affecting public health and medical facilities.</p>
<b>Department of Energy</b>	<ul style="list-style-type: none"> <li>Coordinates Federal assets for external monitoring and decontamination activities for radiological emergencies pursuant to criteria established by the State(s) in conjunction with HHS.</li> <li>Provides, in cooperation with other Federal and State agencies, personnel and equipment, including portal monitors, to support initial screening and provides advice and assistance to State and local personnel conducting screening/decontamination of persons leaving a contaminated zone.</li> </ul> <p><b>Radiological Assistance Program</b></p> <ul style="list-style-type: none"> <li>Provides regional resources (personnel, specialized equipment, and supplies) to evaluate, control, and mitigate radiological hazards to workers and the public.</li> <li>Provides limited assistance in the decontamination of victims.</li> <li>Assists State, tribal, or local authorities in the monitoring and surveillance of the incident area.</li> </ul> <p><b>National Atmospheric Release Advisory Capability:</b> Provides near real-time transport, dispersion, and dose predictions of atmospheric releases of radioactive and hazardous materials that may be used by authorities in taking protective actions related to sheltering and evacuation of people.</p> <p><b>Federal Radiological Monitoring and Assessment Center (FRMAC):</b> Assists public health and medical authorities in determining radiological dose information; assists in providing coordinated gathering of environmental radiological information and data; assists with consolidated data sample analyses, evaluations, assessments, and interpretations; and provides technical information.</p>

## Emergency Support Function #8 – Public Health and Medical Services Annex

Agency	Function
<b>Department of Homeland Security</b>	<ul style="list-style-type: none"> <li>Provides communications support in coordination with ESF #2 – Communications.</li> <li>Maintains situational awareness and the Collaborative Operating Picture via the Homeland Security Information Network.</li> <li>Assists in providing information/liason with emergency management officials in NDMS FCC areas.</li> <li>Through ESF #1, identifies and arranges for use of U.S. Coast Guard aircraft and other assets in providing urgent airlift and other transportation support.</li> <li>Directs the Nuclear Incident Response Team (NIRT), when activated, and ensures coordination of NIRT activities with the ESF primary agency and designated coordinating agency under the Nuclear/Radiological Incident Annex.</li> <li>Through the Interagency Modeling and Atmospheric Assessment Center (IMAAC), provides predictions of hazards associated with atmospheric releases for use in emergency response. The IMAAC provides a single point for the coordination and dissemination of Federal dispersion modeling and hazard prediction products that represent the Federal position during an incident.</li> <li>Provides enforcement of international quarantines through Customs and Border Protection.</li> </ul> <p><b>DHS/FEMA</b></p> <ul style="list-style-type: none"> <li>Provides logistical support for deploying ESF #8 medical elements required and coordinates the use of mobilization centers/staging areas, transportation of resources, use of disaster fuel contracts, emergency meals, potable water, base camp services, supply and equipment resupply, and use of all national contracts and interagency agreements managed by DHS for response operations.</li> <li>Provides Total Asset Visibility through the use of GPS tracking services to enable visibility of ESF #8 resources through mapping capabilities and reports.</li> <li>Assists in arranging transportation to support evacuating patients who are too seriously ill or otherwise incapable of being evacuated in general evacuation conveyances.</li> <li>Provides tactical communications support through Mobile Emergency Response Support, inclusive of all types (i.e., deployable satellite and RF/radio communications).</li> </ul>
<b>Department of the Interior</b>	<p>Provides appropriate personnel, equipment, and supplies, coordinated through ESF #4 – Firefighting, primarily for communications, aircraft, and the establishment of base camps for deployed Federal public health and medical teams.</p>
<b>Department of Justice</b>	<ul style="list-style-type: none"> <li>Assists in victim identification, coordinated through the Federal Bureau of Investigation (FBI).</li> <li>Provides State, tribal, or local governments with legal advice concerning identification of the dead.</li> <li>Provides HHS with relevant information of any credible threat or other situation that could potentially threaten public health. This support is coordinated through FBI Headquarters.</li> <li>Provides communication, transportation, and other logistical support to the extent possible. This support is provided through the FBI.</li> <li>Provides security for the SNS, secure movement of needed blood and blood product supply, and quarantine enforcement assistance, if required.</li> </ul>

## Emergency Support Function #8 – Public Health and Medical Services Annex

Agency	Functions
<b>Department of Labor</b>	<ul style="list-style-type: none"> <li>Coordinates the safety and health assets of cooperating agencies and the private sector to provide technical assistance and conduct worker exposure assessment and responder and worker risk management within the Incident Command System. This assistance may include 24/7 site safety monitoring; worker exposure monitoring; health monitoring; sampling and analysis; development and oversight of the site-specific safety and health plan; and personal protective equipment selection, distribution, training, and respirator fit-testing.</li> <li>Provides personnel and management support related to worker safety and health in field operations during ESF #8 deployments.</li> </ul>
<b>Department of State</b>	<ul style="list-style-type: none"> <li>Coordinates international activities related to chemical, biological, radiological, and nuclear incidents and events that pose transborder threats as well as naturally occurring disease outbreaks with international implications. Contributes to the development of projections of the international consequences of the event (e.g., disease spread, quarantine, isolation, travel restrictions, pharmaceutical supply and distribution, and displaced persons) and assists in communicating real-time actions taken by the United States and U.S. projections of the international consequences of the event.</li> <li>Assists with coordination with foreign states concerning offers of support, gifts, offerings, donations, or other aid. This includes establishing coordination with partner nations to identify the U.S.-validated immediate support in response to an incident.</li> </ul>
<b>Department of Transportation</b>	<ul style="list-style-type: none"> <li>In collaboration with DOD, GSA, and other transportation-providing agencies, assists in identifying and arranging for all types of transportation, such as air, rail, marine, and motor vehicle and accessible transportation.</li> <li>Coordinates with the Federal Aviation Administration for air traffic control support for priority missions.</li> <li>At the request of ESF #8, provides patient movement and blood supply movement assistance from DOT resources subject to DOT statutory requirements.</li> </ul>
<b>Department of Veterans Affairs</b>	<p>Subject to the availability of resources and funding, and consistent with the VA mission to provide priority services to veterans, when requested:</p> <ul style="list-style-type: none"> <li>Coordinates with participating NDMS hospitals to provide incident-related medical care to authorized NDMS beneficiaries affected by a major disaster or emergency.</li> <li>Furnishes available VA hospital care and medical services to individuals responding to, involved in, or otherwise affected by a major disaster or emergency, including members of the Armed Forces on active duty.</li> <li>Designates and deploys available medical, surgical, mental health, and other health service support assets.</li> <li>Provides a Medical Emergency Radiological Response Team for technical consultation on the medical management of injuries and illnesses due to exposure to or contamination by ionizing radiation.</li> <li>Alerts DOD NDMS FCCs (Army, Navy, Air Force) and provides specific reporting/regulating instructions to support incident relief efforts.</li> <li>Alerts DOD NDMS FCCs to activate NDMS patient reception plans in a phased, regional approach and, when appropriate, in a national approach.</li> </ul>

## Emergency Support Function #8 – Public Health and Medical Services Annex

Agency	Functions
<b>Environmental Protection Agency</b>	<ul style="list-style-type: none"> <li>Provides technical assistance and environmental information for the assessment of the public health/medical aspects of situations involving hazardous materials, including technical and policy assistance in matters involving drinking water supplies and wastewater collection and treatment.</li> <li>Provides support for public health matters for radiological incidents through the FRMAC and the Advisory Team for Environment, Food, and Health.</li> <li>Assists in identifying alternate water supplies and wastewater collection and treatment for critical health care facilities.</li> <li>Provides biosurveillance, warning, and detection capabilities for the water sector, surface and air.</li> </ul>
<b>General Services Administration</b>	Provides facilities, equipment, supplies, and other logistical support, including contracting for private-sector ground and air transportation.
<b>U.S. Agency for International Development, Office of Foreign Disaster Assistance</b>	Provides assistance in coordinating international offers for health/medical support.
<b>U.S. Postal Service</b>	Assists in the distribution and transportation of medicine and pharmaceuticals and medical information to the general public affected by a major disaster or emergency, as needed.
<b>American Red Cross</b>	<ul style="list-style-type: none"> <li>Provides emergency first aid, consisting of basic first aid and referral to appropriate medical personnel and facilities, supportive counseling, and health care for minor illnesses and injuries to incident victims in mass care shelters, the JFO, selected incident cleanup areas, and other sites deemed necessary by the primary agency.</li> <li>Assists community health personnel subject to staff availability.</li> <li>Provides supportive counseling for family members of the dead, for the injured, and for others affected by the incident.</li> <li>Supports NDMS evacuation through the provision of services for accompanying family members/caregivers in coordination with Federal, State, tribal, and local entities.</li> <li>Provides available personnel to assist in temporary infirmaries, immunization clinics, morgues, hospitals, and nursing homes. Assistance consists of administrative support, logistical support, or health services support within clearly defined boundaries.</li> <li>Acquaints families with available health resources and services, and makes appropriate referrals.</li> <li>At the request of ESF #8, provides blood products and services as needed through regional blood centers.</li> <li>Provides coordination for uploading appropriate casualty/patient information from ESF #8 into the Disaster Welfare Information system.</li> <li>Refers all concerns regarding animal health care, safety, or welfare to American Veterinary Medical Association contact(s) in the disaster area, as appropriate. These contact people are veterinarians affiliated with national, State, county, or local veterinary associations.</li> </ul>

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DRAFT

### ESF Coordinator:

Department of Homeland  
Security/Federal Emergency  
Management Agency

### Support Agencies:

Department of Agriculture  
Department of Commerce  
Department of Defense  
Department of Health and Human  
Services  
Department of Homeland Security  
Department of Justice  
Department of Labor  
Department of Transportation  
National Aeronautics and Space  
Administration  
U.S. Agency for International  
Development

### Primary Agencies:

Department of Homeland  
Security/Federal Emergency  
Management Agency  
Department of Homeland Security/U.S.  
Coast Guard  
Department of the Interior/National  
Park Service  
Department of Defense/U.S. Air Force

## INTRODUCTION

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### Purpose

Emergency Support Function (ESF) #9 – Search and Rescue (SAR) rapidly deploys components of the Federal SAR Response System to provide specialized lifesaving assistance to State, tribal, and local authorities when activated for incidents or potential incidents requiring a coordinated Federal response.

### Scope

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The Federal SAR Response System is composed of the primary agencies that provide specialized SAR operations during incidents or potential incidents requiring a coordinated Federal response.

- Structure Collapse (Urban) Search and Rescue (US&R)
- Waterborne Search and Rescue
- Inland/Wilderness Search and Rescue
- Aeronautical Search and Rescue

SAR services include the performance of distress monitoring, communications, location of distressed personnel, coordination, and execution of rescue operations including extrication or evacuation along with the provisioning of medical assistance and civilian services through the use of public and private resources to assist persons and property in potential or actual distress.

1 **Structure Collapse (Urban) Search and Rescue (US&R)**

2  
3 **Primary Agency: Department of Homeland Security/Federal Emergency Management**  
4 **Agency (DHS/FEMA)**

5  
6 Operational Overview: Includes building/structural collapse SAR operations for natural  
7 disasters as well as other building collapse operations that primarily require DHS/FEMA US&R  
8 Task Force operations. The National US&R Response System integrates DHS/FEMA US&R Task  
9 Forces, Incident Support Teams (ISTs), and technical specialists.

10  
11 The System is built around a core of task forces prepared to deploy immediately and initiate  
12 operations in support of ESF #9. These task forces are staffed primarily by local fire  
13 department and emergency services personnel who are highly trained and experienced in  
14 collapsed structure SAR operations and possess specialized expertise and equipment.

15  
16 ISTs provide coordination and logistical support to US&R task forces during emergency  
17 operations. They also conduct needs assessments and provide technical advice and assistance  
18 to State, tribal, and local government emergency managers. The ISTs are staffed by personnel  
19 from US&R task forces; Federal, State, tribal, and local government emergency response  
20 organizations; and private-sector organizations.

21  
22 Technical specialists provide expertise in various US&R disciplines and are mobilized as needed.

23  
24 **Waterborne Search and Rescue**

25  
26 **Primary Agency: DHS/U.S. Coast Guard (USCG)**

27  
28 Operational Overview: Includes waterborne SAR operations for hurricane, dam/levee failure,  
29 and other natural disasters that primarily require DHS/USCG air, ship, and boat force  
30 operations. The Federal waterborne SAR response integrates DHS/USCG assets in support of  
31 overall SAR operations conducted in accordance with the U.S. National Search and Rescue Plan  
32 (NSP).

33  
34 DHS/USCG develops, maintains, and operates rescue facilities for the promotion of safety on,  
35 under, and over waters subject to U.S. jurisdiction and has been designated as the lead agency  
36 for waterborne (i.e., maritime) SAR under the NSP. DHS/USCG personnel are highly trained  
37 and experienced in waterborne SAR operations and possess specialized expertise, facilities, and  
38 equipment for carrying out responses to maritime distress situations. Additionally, DHS/USCG  
39 staffing at Area/District/Sector Command Centers promotes effective localized interaction,  
40 coordination, and communications with State, tribal, and local emergency managers during  
41 incidents requiring a coordinated Federal response in which waterborne SAR resource allocation  
42 is required.  
43

1 **Inland/Wilderness Search and Rescue**

2  
3 **Primary Agency: Department of the Interior/National Park Service (DOI/NPS)**

4  
5 Operational Overview: Includes SAR operations conducted in backcountry, remote, or  
6 undeveloped or rural or roadless areas that primarily require operations necessitating the use of  
7 specialized equipment to access these areas and may require responders traveling over land by  
8 alternate methods or by aircraft.

9  
10 DOI/NPS, in particular, has a cadre of highly trained SAR providers that are specifically trained  
11 to operate in their respective areas of responsibility. DOI/NPS is the only agency within DOI  
12 with a congressional mandate to perform SAR.

13  
14 **Aeronautical Search and Rescue**

15  
16 **Primary Agency: Department of Defense/U.S. Air Force/Air Force Rescue**  
17 **Coordination Center (DOD/USAF/AFRCC)**

18  
19 Operational Overview: Includes SAR operations conducted in aviation-related incidents. This  
20 may require specialized SAR operations in both open and wilderness areas and in the vicinity of  
21 airports requiring the coordinated deployment of personnel and equipment. DOD/USAF  
22 maintains a rescue coordination center that coordinates a cooperative network to respond to  
23 aviation-related incidents. This network is made up of DOD components, facilities, and other  
24 resources that are used in civil SAR operations to the fullest extent practicable on a  
25 noninterference basis with their primary military duties in accordance with national directives,  
26 plans, guidelines, and agreements.

27  
28 **Policies**

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29  
30 Immediate SAR operations are conducted in accordance with the NSP and the U.S. National  
31 Search and Rescue Supplement (NSS) to the International Aeronautical and Maritime Search  
32 and Rescue Manual, which defines SAR responsibilities and provides guidance to the Federal  
33 agencies with civil SAR mandates.

34  
35 Federal SAR response assists and augments State and local SAR capabilities in incidents  
36 requiring a coordinated Federal response or in accordance with the NSP, which defines the  
37 responsibilities and provides guidance to Federal agencies with civil SAR mandates.

38  
39 In incidents requiring a coordinated Federal response and upon activation by DHS under the  
40 National Response Framework, DHS/FEMA US&R task forces are considered Federal assets  
41 under the Robert T. Stafford Disaster Relief and Emergency Assistance Act and other applicable  
42 authorities.

43  
44 Other State and local SAR resources would be requested by the affected State through the  
45 Emergency Management Assistance Compact.

46  
47 Immediate SAR operations are otherwise to be conducted in accordance with the NSP and the  
48 NSS.

49  
50 The National S&R Response System integrates DOD assets, DHS/USCG Rescue Coordination  
51 Centers (RCCs), and Rescue Sub-Centers (RSCs), supporting SAR operations conducted in  
52 accordance with the NSP.

1 **CONCEPT OF OPERATIONS**

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2  
3 **General**

4  
5 Activation is dependent upon the nature and magnitude of the event, the suddenness of onset,  
6 and the existence of State and local US&R resources in the affected area.  
7

8 DHS/FEMA will initiate the National US&R Response System for incidents requiring a  
9 coordinated Federal response likely to result in collapsed structures that may overwhelm  
10 existing State and local US&R resources.

11  
12 DHS/USCG will initiate Federal waterborne SAR response activities for incidents requiring a  
13 coordinated Federal response likely to result in waterborne or maritime distress that may  
14 overwhelm existing on-scene Coast Guard or State and local waterborne SAR resources.  
15

16 DOI/NPS will initiate Federal SAR response activities for incidents requiring a coordinated  
17 Federal response likely to result in a distress situation in inland/wilderness areas that may  
18 overwhelm existing State and local SAR resources.  
19

20 DOD/USAF will initiate Federal SAR response activities for incidents requiring a coordinated  
21 Federal response that result in aeronautical distress that may overwhelm existing State and  
22 local SAR resources.  
23

24 **ORGANIZATION**

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25  
26 For incidents where DHS/FEMA is the primary agency, the ESF #9 construct under the National  
27 Response Framework follows the National US&R Response System, which consists of US&R Task  
28 Forces, ISTs, and technical specialists as defined in the Urban Search and Rescue Operations  
29 System Description.  
30

31 For incidents where DHS/USCG is the primary agency, the ESF #9 construct under the National  
32 Response Framework follows the SAR response structure as outlined in the NSP, NSS, and the  
33 U.S. Coast Guard Addendum to the NSS. Additionally, DHS/USCG shall coordinate ESF #9  
34 response from an agency-designated command center (Area/District/Sector) or the nearest  
35 RCC, RSC, or Joint Rescue Coordination Center (JRCC) to the affected area.  
36

37 For incidents where DOI is the primary agency, the ESF #9 construct under the National  
38 Response Framework follows the SAR response structure as outlined in the NSP and NSS and  
39 other relevant DOI SAR procedures and SAR manuals. DOI shall coordinate ESF #9 response  
40 from one of its regional offices.  
41

42 For incidents where DOD/USAF/AFRCC is the primary agency, the ESF #9 construct under the  
43 National Response Framework follows the SAR response structure as outlined in the NSP, NSS,  
44 and the Air Force Rescue Coordination Center Operations Instructions. DOD/USAF/AFRCC shall  
45 coordinate initial ESF #9 actions from its Rescue Coordination Center. If significant DOD  
46 resources are required and/or a Joint Task Force (JTF) is activated, the AFRCC will coordinate  
47 DOD response with the JTF.  
48

**RESPONSIBILITIES**

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**ESF Coordinator: DHS/FEMA**

**Primary Agency: DHS/FEMA**

DHS/FEMA serves as the primary agency for ESF #9 during structural collapse SAR operations in incidents requiring a coordinated Federal response. DHS/FEMA develops national US&R policy, provides planning guidance and coordination assistance, standardizes task force procedures, evaluates task force operational readiness, funds special equipment and training requirements within available appropriations, and reimburses as appropriate task force costs incurred as a result of deployment under the National Response Framework. DHS/FEMA reimburses for authorized deployments to Stafford Act declaration sites. DHS/FEMA does not have the authority or funding to reimburse such activities absent a Stafford declaration. Non-Stafford deployments are reimbursed by the Federal department or agency requesting US&R assistance in accordance with provisions contained in the Financial Management Support Annex.

**DHS/FEMA:** For incidents for it is the primary agency, DHS/FEMA:

- Serves as headquarters-level ESF #9 coordinator during structural collapse S&R operations.
- Establishes, maintains, and manages the National US&R Response System in incidents requiring a coordinated Federal response involving structural collapse. This includes preparedness activities such as training, equipment purchase, and evaluation of operational readiness.
- Dispatches one or more ISTs to the affected area(s).
- Manages US&R task force deployment to, employment in, and redeployment from the affected area.
- Coordinates logistical support for US&R assets during field operations.
- Develops policies and procedures for the effective use and coordination of US&R assets.
- Provides status reports on US&R operations throughout the affected area.

Under the National Disaster Medical System (NDMS), DHS/FEMA:

- Provides administrative support to US&R task force medical teams to:
  - Ensure non-Federal medical team personnel have appropriate and valid licenses to practice in their States, and are provided Federal tort claims liability coverage for the practice of medicine.
  - Register medical teams of each National US&R Response System task force as specialized teams under the NDMS.
- Provides operational support to US&R task force medical teams and IST from ESF #8 – Public Health and Medical Services, as requested by DHS, to provide liaisons; medical supplies, equipment, and pharmaceuticals; supporting personnel; and veterinary support.
- Provides NDMS patient evacuation and continuing care after entrapped victims are removed from collapsed structures by US&R task force personnel, when State and local emergency medical services resources are overwhelmed.

**Primary Agency: DHS/USCG**

DHS/USCG serves as the primary agency for ESF #9 during waterborne or maritime SAR operations in incidents requiring a coordinated Federal response. DHS/USCG is the recognized SAR Coordinator for the U.S. maritime SAR region, and for the U.S. aeronautical Search and Rescue Region (SRR) outside the continental United States and Alaska.

For incidents for which it is the primary agency, DHS/USCG:

- Serves as headquarters-level ESF #9 coordinator during waterborne or maritime SAR operations.
- Provides incident reports, assessments, and situation reports.
- Facilitates resolution of any conflicting demands for waterborne or maritime distress response resources and ensures coordination between DHS/USCG and other Federal, State, tribal, and local emergency response activities, as appropriate.
- Coordinates the provisioning of additional support assets if required in response to waterborne or maritime incidents requiring a coordinated Federal response.

**Primary Agency: DOI/NPS**

DOI/NPS serves as the primary agency for ESF #9 during inland, backcountry, remote area SAR operations.

For incidents for which it is the primary agency, DOI/NPS:

- Serves as headquarters-level ESF #9 coordinator during inland, backcountry, remote area SAR operations when State and local SAR resources have been exhausted.
- Provides incident reports, assessments, and situation reports.
- Facilitates resolution of any conflicting demands for land SAR response resources and ensures coordination between Federal, State, tribal, and local emergency response activities, as appropriate.

**Primary Agency: DOD/USAF**

DOD/USAF serves as the primary agency for ESF #9 during SAR operations for aviation-related incidents in incidents requiring a coordinated Federal response both in open and wilderness areas and in the vicinity of airports requiring the coordinated deployment of rescue personnel and equipment. U.S. SAR coordinators are:

- DOD/USAF is the SAR coordinator for the U.S. aeronautical SRR corresponding to the continental United States other than Alaska.
- U.S. Pacific Command is the SAR coordinator for the U.S. aeronautical SRR corresponding to Alaska.

DOD maintains active, reserve, and National Guard components, facilities, and other resources that are used to support their own operations across the continental United States, Alaska, and Hawaii.

## Emergency Support Function #9 – Search and Rescue Annex

For incidents for which it is the primary agency, DOD/USAF:

- Serves as headquarters-level ESF #9 coordinator during aeronautical SAR operations.
- Provides incident reports, assessments, and situation reports.
- Provides S&R Command and Control experts to augment a JTF Joint Personnel Recovery Center in support of incidents requiring a coordinated Federal response.
- Facilitates resolution of any conflicting demands for aeronautical distress response resources and ensures coordination between DHS/USCG and other Federal, State, tribal, and local emergency response activities, as appropriate.

### SUPPORT AGENCIES

Agency	Functions
<b>Department of Agriculture/Forest Service</b>	<ul style="list-style-type: none"><li>• Develops standby agreements with US&amp;R task forces to provide equipment and supplies from the National Interagency Cache System at the time of deployment.</li><li>• Develops contingency plans for use of National Interagency Fire Center contract aircraft during incidents.</li><li>• Provides equipment and supplies from the Interagency Cache System and use of Interagency Fire Center contract aircraft.</li></ul>
<b>Department of Commerce/National Oceanic and Atmospheric Administration</b>	<ul style="list-style-type: none"><li>• Acquires and disseminates weather data, forecasts, and emergency information.</li><li>• Provides weather information essential for efficient US&amp;R.</li><li>• Predicts pollutant movement and dispersion over time (marine and atmospheric).</li><li>• Assesses areas of greatest hazard following a marine or atmospheric release.</li><li>• Provides satellite services for detecting and locating persons in potential or actual distress in the wilderness, maritime, and aeronautical environments.</li></ul>
<b>Department of Defense/National Geospatial-Intelligence Agency (NGA)</b>	<ul style="list-style-type: none"><li>• Coordinates and manages the timely tasking, acquisition, analysis, and delivery of satellite imagery or imagery-derived products as directed by the primary agency. These activities and sources may involve non-DOD/NGA facilities or resources.</li><li>• Provides expert analysis of imagery to determine damage levels and other elements of essential information as needed. Additionally, DOD/NGA as requested will provide technical expertise/analysis from other imagery sources if such expertise resides within DOD/NGA.</li><li>• Provides mobile GEOINT to support SAR field teams or other DHS/FEMA field teams as directed by the primary agency. This support includes technical experts (specifically, imagery analysts and geospatial analysts), and robust communications that can assist in more focused/directed searches and eliminate duplicate search efforts.</li><li>• Provides imagery-derived and geospatial intelligence analysis in preparation for potential disasters or emergencies.</li><li>• Coordinates for the release and dissemination of DOD/NGA products and/or data pursuant with applicable security classifications, licensing, copyright agreements, and limited distribution restrictions.</li></ul>

## Emergency Support Function #9 – Search and Rescue Annex

Agency	Functions
<b>Department of Defense/U.S. Army Corps of Engineers (USACE)</b>	<ul style="list-style-type: none"> <li>Provides preincident training for DHS/FEMA Task Force/IST Structures Specialists, as well as for DOD/USACE Structures Specialists.</li> <li>At the request of DHS, deploys trained Structures Specialists and Technical Search Specialist teams to supplement the US&amp;R task forces and ISTs.</li> <li>Assists the IST Engineering Cell and task forces with US&amp;R efforts.</li> <li>Provides structural engineering analysis, recommends hazard mitigation, recommends shoring, ascertains structural integrity and assesses whether buildings are safe to enter, and provides building stability monitoring.</li> </ul>
<b>Department of Health and Human Services</b>	Provides operational support to SAR task force medical teams and ISTs from ESF #8, as requested by DHS.
<b>Department of Homeland Security/ Customs and Border Protection</b>	<ul style="list-style-type: none"> <li>Maintains Border Patrol Search, Trauma, and Rescue teams, which are highly specialized units capable of responding to emergency SAR situations anywhere in the United States.</li> <li>Maintains air and marine assets to support SAR transportation operations.</li> </ul>
<b>Department of Justice</b>	<ul style="list-style-type: none"> <li>Provides assistance with the development and maintenance of tort liability claims coverage for SAR task force and IST personnel engaged in training, mobilization, deployment, and field operations.</li> <li>Provides Federal Tort Claims Act guidance and claims resolution services in support of SAR training activities and field deployments.</li> </ul>
<b>Department of Labor</b>	<ul style="list-style-type: none"> <li>The Department of Labor Employment Standards Administration, through its Federal Employees' Compensation Program, provides workers compensation guidance, claims resolution, and coverage for SAR task force and IST personnel while they are engaged in training, mobilization, deployment, and field operations.</li> <li>The Occupational Safety and Health Administration implements procedures contained in the Worker Safety and Health Support Annex to provide onsite technical assistance, including the evaluation of SAR team exposure to hazardous substances and the dangers of structural collapse.</li> <li>The Mine Safety and Health Administration assists with SAR and can provide mine rescue teams, mobile command centers, seismic location systems, TV probe systems, gas sampling analysis, and robot explorers.</li> </ul>
<b>Department of Transportation</b>	Provides transportation support to US&R task forces and ISTs as requested.
<b>National Aeronautics and Space Administration</b>	<ul style="list-style-type: none"> <li>Provides personnel in appropriate technical disciplines, such as its Disaster Assistance and Rescue Team, to support SAR task forces and ISTs.</li> <li>Provides and maintains training sites for use of SAR task forces and IST members.</li> <li>Assists DHS with identification as well as research and development of new technologies for first responders.</li> <li>Provides test-bed facilities for proof-of-concept and beta testing of new SAR technologies.</li> <li>Provides temporary use of facilities for mobilization centers and staging areas for SAR assets.</li> </ul>
<b>U.S. Agency for International Development</b>	Provides assistance with the identification of available international SAR teams and their integration into National US&R Response System operations as requested.

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3

**ESF Coordinator:**

Environmental Protection Agency

**Primary Agency:**

Environmental Protection Agency  
Department of Homeland Security/U.S.  
Coast Guard

**Support Agencies:**

Department of Agriculture  
Department of Commerce  
Department of Defense  
Department of Energy  
Department of Health and Human  
Services  
Department of Homeland Security  
Department of the Interior  
Department of Justice  
Department of Labor  
Department of State  
Department of Transportation  
General Services Administration  
Nuclear Regulatory Commission

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**INTRODUCTION**

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**Purpose**

Emergency Support Function (ESF) #10 – Oil and Hazardous Materials Response provides Federal support in response to an actual or potential discharge and/or uncontrolled release of oil or hazardous materials when activated. (Note: For the purposes of this annex, “hazardous materials” is a general term intended to mean hazardous substances, pollutants, and contaminants as defined in the National Oil and Hazardous Substances Pollution Contingency Plan (NCP), 40 CFR Part 300.5 Definitions section.)

**Scope**

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ESF #10 provides for a coordinated response to actual or potential oil and hazardous materials incidents by placing the hazard-specific response mechanisms of the NCP within the broader National Response Framework coordination structure. ESF #10 includes the appropriate response and recovery actions to prepare for, prevent, minimize, or mitigate a threat to public health, welfare, or the environment caused by actual or potential oil and hazardous materials incidents. Hazardous materials addressed under the NCP include chemical, biological, and radiological substances, whether accidentally or intentionally released. These include certain chemical, biological, and radiological substances considered weapons of mass destruction (WMD).

ESF #10 describes the lead coordination roles, the division and specification of responsibilities among Federal agencies, and the national, regional, and onsite response organizations, personnel, and resources that may be used to support response actions. ESF #10 is applicable to all Federal departments and agencies with responsibilities and assets to support State, tribal, and local response to actual or potential oil or hazardous materials incidents.

Response to oil and hazardous materials incidents is carried out in accordance with the NCP (40 CFR part 300). The NCP implements the response authorities and responsibilities created by the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), and the authorities established by the Federal Water Pollution Control Act (FWPCA) as amended by section 311 of the Clean Water Act and the Oil Pollution Act of 1990 (OPA 90).

Appropriate response and recovery actions can include efforts to detect, identify, contain, clean up, or dispose of oil and hazardous materials releases and to assess and minimize their

impacts. Specific actions may include stabilizing the release through the use of berms, dikes, or impoundments; capping of contaminated soils or sludge; use of chemicals and other materials to contain or retard the spread of the release or to decontaminate or mitigate its effects; drainage controls; fences, warning signs, or other security or site-control precautions; removal of highly contaminated soils from drainage areas; removal of drums, barrels, tanks, or other bulk containers that contain oil or hazardous materials; and other measures as deemed necessary.

In addition, ESF #10 may be used under appropriate authorities to respond to actual or threatened releases of materials not typically responded to under the NCP but that pose a threat to public health or welfare or to the environment. Appropriate ESF #10 response activities to such incidents include, but are not limited to, household hazardous waste collection, permitting and monitoring of debris disposal, water quality monitoring and protection, air quality sampling and monitoring, and protection of natural resources.

### Policies

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The NCP is an operational supplement to the National Response Framework. Under the authorities of CERCLA and FWPCA, the NCP establishes structures at the national, regional, and local levels that are used to respond to thousands of incidents annually that do not require activation of the majority of the coordinating structures and processes contained in the National Response Framework or rise to the level of an Incident of National Significance. Notifications of such incidents are reported to the Department of Homeland Security (DHS) National Operations Center (NOC), in accordance with the National Response Framework. The Environmental Protection Agency (EPA) or DHS/U.S. Coast Guard (USCG) may also request DHS to activate other National Response Framework elements for such incidents, as needed, while still retaining overall Federal leadership for the response.

ESF #10 may be activated for incidents requiring a more robust coordinated Federal response involving:

- A major disaster or emergency under the Stafford Act;
- A Federal-to-Federal support request (e.g., a Federal agency, such as the Department of Health and Human Services or Department of Agriculture (USDA), requests support from ESF #10 and provides funding for the response through the mechanisms described in the National Response Framework Financial Management Support Annex); or
- An actual or potential oil discharge or hazardous materials release to which EPA and/or DHS/USCG respond under CERCLA and/or FWPCA authorities and funding.

All ESF #10 activations are conducted in accordance with National Response Framework procedures and those National Response Framework elements that are activated by the Secretary of DHS.

When ESF #10 is activated, the NCP typically serves as the basis for actions taken in support of the National Response Framework. NCP structures and response mechanisms remain in place when ESF #10 is activated, but coordinate with National Response Framework mechanisms as described in this annex. During Stafford Act responses, some administrative procedures in the NCP may be streamlined. NCP provisions are summarized in this annex for purposes of brevity. The references in this annex to NCP provisions are not intended to change NCP requirements or interpretations. Nothing in the National Response Framework alters or impedes the ability or authorities of designated Federal officials to carry out their duties under the NCP or to coordinate directly with their agency in execution of these duties.

Response actions carried out under ESF #10 are conducted in accordance with the National Response System (NRS) described in the NCP. The NRS is an organized network of agencies, programs, and resources with authorities and responsibilities in oil and hazardous materials response. Key components of the NRS include the National Response Team (NRT), Regional Response Teams (RRTs), Federal On-Scene Coordinators (OSCs), the National Response Center, Regional and Area Oil and Hazardous Substance Pollution Contingency Plans, and State and local plans. States and tribes participate in the NRS at the regional and local levels.

The NCP requires that oil and hazardous materials releases be reported to the National Response Center. (See 40 CFR 300.125.)

The NRT is the primary national-level organization for coordinating Federal agency activities under the NCP. The NRT carries out national planning and response coordination for oil and hazardous materials incidents, and works in coordination with the Emergency Support Function Leaders Group regarding ESF #10 preparedness with other National Response Framework elements. On a day-to-day basis, EPA serves as Chair and DHS/USCG as Vice Chair of the NRT. For an incident-specific NRT activation, the NRT Chair would be the agency providing the Federal OSC. (Precise jurisdictional boundaries between EPA and DHS/USCG have been determined by EPA-DHS/USCG agreements and are described in the NCP and in greater detail in Regional and Area Oil and Hazardous Substance Pollution Contingency Plans.)

RRTs coordinate NCP activities at the regional level. There are 13 RRTs composed of regional representatives of the Federal agencies on the NRT as well as a representative from each State within the region. The RRTs are Co-Chaired by EPA and DHS/USCG on a day-to-day basis. The RRTs serve as planning and preparedness bodies before a response. For an incident-specific RRT activation, the RRT Chair would be the agency providing the Federal OSC. During a response, RRTs deploy their respective agency response resources and provide assistance and advice to the Federal OSC(s).

At the Incident Command Post (ICP) level, the Federal OSC carries out his/her responsibilities under the NCP to coordinate, integrate, and manage overall Federal efforts to detect, identify, contain, clean up, dispose of, or minimize releases of oil or hazardous materials or prevent, mitigate, or minimize the threat of potential releases, in accordance with existing delegations of authority. For oil discharges, depending on the location, the agency providing the Federal OSC is either EPA or DHS/USCG. For hazardous substance emergencies, the agency providing the OSC may be EPA, DHS/USCG, the Department of Energy (DOE), or the Department of Defense (DOD), depending on the location and source of the release. DOE and DOD are generally responsible for hazardous substance emergencies involving their facilities, vessels, materials, and weapons, including transportation-related incidents. Under 40 CFR 300.120 and related CERCLA delegations of authority, for those hazardous substance emergencies for which DOE or DOD provides the OSC, the OSC is responsible for taking all CERCLA response actions (both onsite and offsite). Other Federal agencies provide OSCs for hazardous substance removal actions that are not emergencies.

Federal OSCs have independent authority under the NCP to respond to an oil or hazardous materials incident. Some oil and hazardous materials incident responses (including assessments), therefore, may be initiated under the NCP and CERCLA and/or OPA 90 funding, then transition to ESF #10 and Stafford Act funding or funding from another Federal agency under the National Response Framework Federal-to-Federal support provisions when ESF #10 is activated under those authorities.

The NCP provides that EPA or DHS/USCG may classify an oil discharge as a Spill of National Significance (SONS). (See 40 CFR section 300.323 for a description of a SONS.) For a SONS, EPA or DHS/USCG may name a “senior Agency official” (EPA) or National Incident Commander (DHS/USCG) who assists the OSC, or assumes certain functions of the OSC, respectively (e.g., communicating with the affected parties and public, coordinating resources at the national level). Under the National Response Framework, EPA and DHS/USCG maintain authority for classifying a discharge as a SONS. For a SONS that requires DHS to coordinate the overall Federal response, the EPA senior Agency official or DHS/USCG National Incident Commander may also assume a role within the Joint Field Office (JFO) Unified Coordination Group.

**Primary Agency Determination:** EPA or DHS/USCG, depending upon whether the incident affects the inland or coastal zone (as defined in Regional and Area Oil and Hazardous Substance Pollution Contingency Plans), serves as the primary agency for ESF #10 actions. For incidents affecting both, EPA is the primary agency and DHS/USCG serves as the deputy.

**Support Agencies:** To the extent possible, support agency representatives to ESF #10 should be those personnel also assigned to the NRT or RRT(s). Where such dual assignments are not possible, each ESF representative is to maintain close coordination with the agency’s NRT/RRT representative.

**Multiple Response Actions:** When more than one Federal OSC is involved in implementing a response due to multiple response actions, ESF #10 is the mechanism through which close coordination is maintained among all agencies and OSCs.

The primary agency ensures ESF #10 response actions are properly coordinated and carried out. In cases where DHS/USCG is the primary agency and more than one DHS/USCG district falls within a region, DHS/USCG Headquarters selects the regional lead for ESF #10 and may establish an Area Command. In cases where EPA is the primary agency and multiple incident sites or multiple regions are involved, EPA may establish an Area Command. Where multiple EPA regions are involved, if there is a need for EPA to identify a lead region for the ESF #10 response, EPA Headquarters will designate a lead in consultation with the affected regions.

**Relationship to Terrorism Incident Law Enforcement and Investigation Annex:** For a terrorist incident involving oil or hazardous materials (such as a WMD incident), ESF #10 provides assistance, investigative support, and intelligence analysis for the oil/hazardous materials response in coordination with the law enforcement and criminal investigation activities addressed in the Terrorism Incident Law Enforcement and Investigation Annex. For an incident involving oil or hazardous materials and ESF #10 activation that is determined to be an intentional criminal act but not an act of terrorism, the response is carried out in accordance with ESF #10 and applicable laws and regulations. The agency with primary jurisdictional responsibility, as directed by statute, Presidential Directive, existing Federal policy, and/or the Attorney General, provides the Senior Federal Law Enforcement Official. Where EPA has primary jurisdiction, the Attorney General would normally appoint an EPA official as the Senior Federal Law Enforcement Official.

**Relationship to Biological and Nuclear/Radiological Incident Annexes:** Hazardous materials addressed under the NCP include certain biological and radiological substances. The Biological and Nuclear/Radiological Incident Annexes may therefore be activated simultaneously with ESF #10. The Biological and Nuclear/Radiological Incident Annexes describe additional procedures and Federal agency responsibilities for biological and radiological/nuclear incidents that are not addressed in ESF #10, and are used in conjunction with ESF #10 when applicable.

## CONCEPT OF OPERATIONS

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The operational response described in the NCP and any agency implementing procedures that contribute to response are coordinated through ESF #10. In conjunction with the affected State(s), ESF #10 coordinates the provision of support to and the overall management of the various response sites to ensure actions are taken to mitigate, clean up, and dispose of oil and hazardous materials and minimize the impact of the incidents. ESF #10 promotes close coordination with Federal, State, tribal, and local officials, as well as the private sector, to establish priorities for response support.

ESF #10 requires documentation of all response activities to support after-action requirements and justify actions taken by primary and support agencies. This includes documentation to support financial transfers between primary and support agencies that are necessary to conduct ESF #10 activities.

## **ORGANIZATION**

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### **Headquarters-Level Response Support Structure**

For incidents where EPA is a primary agency, the Director, Office of Emergency Management, Office of Solid Waste and Emergency Response, EPA, serves as the lead for ESF #10. For incidents where DHS/USCG is the primary agency, the Chief, Office of Incident Management and Preparedness, DHS/USCG, serves as the lead for ESF #10. The primary agency represents ESF #10 in all interactions with the Domestic Readiness Group (DRG) and Incident Management Planning Team (IMPT) and maintains coordination with ESF #10 regional components. Support agencies may also be requested to provide a representative at the IMPT as appropriate.

Following an initial situation assessment, the primary agency determines which support agencies are required to continue to provide representatives to ESF #10 on a 24-hour basis (either by telephone or in person) during the emergency response period. ESF #10 support agencies have representatives available immediately by telephone on a 24-hour basis. The primary agency provides administrative support to ESF #10 as appropriate. ESF #10 operates from the headquarters of the primary agency:

- EPA coordinates ESF #10 from the EPA Headquarters emergency operations center (EOC).
- DHS/USCG coordinates ESF #10 from the DHS/USCG Headquarters Office of Incident Management and Preparedness.

While incident reports generally flow to the NOC from the JFO, the primary agency EOC also keeps the NOC apprised of incident management efforts. EPA and DHS/USCG also provide representatives at the NOC to support the coordination of information regarding ESF #10 activities.

ESF #10 is represented at the National Response Coordination Center (NRCC) by a predesignated EPA and/or DHS/USCG representative and, if necessary, by select representatives of ESF #10 support agencies. The ESF #10 NRCC representative provides national-level coordination and liaison among ESFs and provides accurate ESF technical information to the NRCC Planning Section and the IMPT. The NRCC ESF #10 representative is in direct contact with the ESF #10 EPA and/or DHS/USCG Headquarters EOC as appropriate. The primary agency provides guidance and direction to its regional response elements as necessary on issues such as interregional resource use, allocation, and mobilization.

The primary agency consults the NRT for advice and assistance in carrying out activities under ESF #10. In addition, the primary agency works with DHS during the incident to establish appropriate mechanisms for coordination between the NRT and DRG and/or IMPT, depending on the needs of the incident. The NRT may be called upon to provide subject-matter expertise in oil/hazardous materials responses to the DRG and/or IMPT. The NRT may also be called upon to provide input to the Homeland Security Council or other White House entities through the DRG.

## **Regional-Level Response Support Structure**

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Either the EPA or DHS/USCG Co-Chair of the RRT serves as the regional lead for the ESF, depending upon which agency is primary agency. For incidents affecting both the inland and coastal zone, EPA is the regional lead and DHS/USCG is the deputy. The regional lead may be transferred from one agency to the other during a response if circumstances dictate.

The regional-level ESF #10 is composed of regional or other representatives of those Federal agencies listed in the "Responsibilities" section of this annex.

ESF #10 provides a representative to the Regional Response Coordination Center (RRCC), when requested, to assist in coordination of regional support efforts.

An ESF #10 official may be needed in the JFO for incidents in which ESF #10 plays a major role in the response. When appropriate, the primary agency provides an official to represent ESF #10 in the JFO in its interactions with Federal Coordinating Officer/Federal Resource Coordinator or Principal Federal Official and maintain close coordination with support agencies, other on-scene ESFs, headquarters ESF #10 representatives, OSCs, RRTs, and State officials. The primary agency official participates in the Unified Coordination Group when appropriate, and ensures appropriate ESF #10 staffing in other JFO units.

The regional lead for ESF #10, in coordination with the OSC, consults the RRT for advice or assistance, and establishes appropriate mechanisms for the RRT to coordinate with the JFO during an incident as needed.

If the agency(ies) providing the OSCs joins or establishes an Area Command (or Unified Area Command), the ESF #10 regional lead ensures coordination between the JFO and Area Command, as needed, on matters relating to ESF #10 activities.

During a multistate incident, DHS may establish multiple JFOs. In this case, the primary agency designates an ESF #10 representative for each JFO.

During an NCP SONS, DHS/USCG may establish an Area Command structure, known as a National Incident Command (NIC). If DHS activates a JFO for a SONS in support of the NIC, it coordinates its activities with the JFO, and the JFO would likely collocate with the NIC.

ESF #10 (EPA) designates a representative to national/regional response teams. The regional lead for ESF #10 ensures ESF #10 response activities are fully integrated and coordinated with the Federal Bureau of Investigation Joint Operations Center, when established for terrorist events.

The regional ESF #10 lead supports Federal OSCs and coordinates their activities. The regional lead also ensures that ESF #10 activities are integrated and coordinated with other Federal, State, tribal, and local response activities to make the best use of response resources and to avoid gaps or overlaps in response actions.

The Federal OSC has the authority to direct oil and hazardous material response efforts and coordinate all other efforts at the scene of a discharge or release (i.e., at the ICP), in accordance with existing delegations of authority. The OSC generally joins an ICP already established by local authorities or designates an ICP at the site in accordance with the local Area Contingency Plan, and conducts activities from that ICP under a Unified Command. The agency providing the OSC provides additional representatives to the ICP as appropriate. Examples of specific response efforts are described in the NCP and include actions taken as soon as possible to prevent, minimize, or mitigate a threat to public health or welfare, or the environment.

All OSCs involved in implementing ESF #10 actions maintain close coordination with the regional ESF #10 lead to ensure the response is consistent with Federal priorities.

Public communications generally are coordinated through ESF #15 – External Affairs in consultation with the JFO and Joint Information Center. It is recognized, however, that in some cases it may be necessary for responding OSCs to communicate with the media/public on tactical operations and matters affecting public health and safety directly from the scene, particularly during the early stages of the emergency response.

### Incident-Related Actions

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The primary agency convenes appropriate agency representatives as soon as possible, and within 2 hours of notification, if possible, to develop a plan for providing the support required. This can be conducted via emergency conference call or by physically locating at the primary agency EOC as appropriate.

- The headquarters ESF #10 focuses initially on the following actions:
- Confirm that members of national and regional ESF #10 staffs are notified.
- Ensure that the primary agency EOC is ready to support Federal response activities and to coordinate with the NOC.
- Establish communications with the affected regional ESF #10 elements.
- Coordinate with other national-level ESF, as appropriate.
- For terrorism incidents, provide support as required during the response while continuing to carry out NCP response actions.

The regional-level ESF #10 becomes operational upon notification from the RRCC. Initial actions coordinated under the regional ESF #10 may include:

- Alert members of the regional ESF #10.
- Deploy EPA representatives to national/regional response teams.
- Coordinate and communicate with the primary agency headquarters EOC and/or ESF #10 at the NRCC as needed.

- Establish communications with the RRCC and/or State EOC (according to regional plans) to obtain initial damage estimates.
- Identify initial resource requirements for all OSCs (both EPA and DHS/USCG) when appropriate.
- As appropriate, coordinate with ESF #10 elements in nonimpacted regions/districts to obtain personnel, equipment, and other backup support.
- Assess the situation, including the nature, amount, and locations of actual or potential releases of oil and hazardous materials; pathways to human and environmental exposure; probable direction and time of travel of the materials (e.g., trajectory and analysis); potential impact on human health, welfare, safety, and the environment; types, availability, and location of response resources, technical support, decontamination, and cleanup services; and priorities for protecting human health and welfare and the environment through appropriate response actions.

Upon identification of actual or potential releases of oil and hazardous materials, the regional lead for ESF #10 closely coordinates with the OSC(s) and the RRT (if convened) to develop and implement a response strategy.

Upon becoming fully operational and throughout the response period, the ESF #10 support agency representatives (headquarters and regional) coordinate with their agencies to meet ESF #10 needs and carry out ESF actions. The regional ESF #10 actions may include:

- Receiving damage information from reconnaissance teams, other ESFs, and Federal, State, tribal, and local agencies.
- Identifying ESF support needs and establishing response priorities in coordination with Federal, State, tribal, and local agencies.
- Validating priorities and identifying the resources required to meet the needs.
- Working with State, tribal, and local governments, other Federal agencies, and the private sector to maximize use of available regional assets and identify resources required from outside the region; and initiating actions to locate and move resources into the incident area (transport of resources to be coordinated with ESF #1 – Transportation).
- Maintaining close coordination with the JFO to share information and ensure effective response to requests for assistance.
- Continuing to coordinate on-scene response operations at the ICP as described under "Policies" above.

Because of the potential for response to numerous simultaneous events, including terrorism incidents, OSCs, as time permits, coordinate all significant actions with the ESF #10 regional primary agency. Significant actions are considered those that relate to competition for and commitment of resources not under their control, or recommendations to State officials as to protective actions, or that impact on other response activities or priorities.

1 **RESPONSIBILITIES**

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3 **ESF Coordinator**

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5 The Director of EPA's Office of Emergency Management serves as the ESF coordinator and, in  
6 partnership with DHS/USCG, conducts ESF #10 planning and preparedness activities in  
7 coordination with the NRT (as Chair) and through the NRS.  
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9 **Primary Agencies**

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11 **EPA:** For incidents for which EPA is the primary agency:

- 12 • Maintains close coordination between EPA Headquarters and the affected regional office(s),  
13 DHS/USCG (as appropriate), the DRG, the NRCC, other ESFs, and the NRT.
- 14 • Provides damage reports, assessments, and situation reports to support ESF #5 –  
15 Emergency Management.
- 16 • Facilitates resolution of conflicting demands for hazardous materials response resources and  
17 ensures coordination between NRT and DRG/IMPT activities, and RRT and JFO activities, as  
18 appropriate. Coordinates (through headquarters) the provision of backup support from  
19 other regions to the affected area.
- 20 • Provides technical, coordination, and administrative support and personnel, facilities, and  
21 communications for ESF #10.
- 22 • Coordinates, integrates, and manages the overall Federal effort to detect, identify, contain,  
23 decontaminate, clean up, or dispose of or minimize discharges of oil or releases of  
24 hazardous materials, or prevent, mitigate, or minimize the threat of potential releases.
- 25 • Provides OSCs for incidents within its jurisdiction.

26  
27 In general:

- 28 • Provides expertise on the environmental effects of oil discharges or releases of hazardous  
29 materials and environmental pollution control techniques.
  - 30 • Provides Chair for NRT and Co-Chairs for RRTs.
  - 31 • Manages EPA special teams under the NCP, including the Environmental Response Team,  
32 National Decontamination Team, and Radiological Emergency Response Team, which  
33 provide specialized technical advice and assistance to responders.
  - 34 • Coordinates, integrates, and provides investigative support, intelligence analysis, and legal  
35 expertise on environmental statutes related to oil and hazardous materials incidents,  
36 particularly regarding criminal cases, in support of responders.
  - 37 • Manages the National Counter-Terrorism Evidence Response Team, composed of  
38 investigative and scientific personnel to provide investigative, scientific, and forensic  
39 technical advice, assistance, and other threat assessment in support of responders.
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**DHS/USCG:** For incidents for which DHS/USCG is the primary agency:

- Maintains close coordination between DHS/USCG Headquarters and the affected Area and District office(s), the EPA (as appropriate), the DRG, the NRCC, other ESFs, and the NRT.
- Provides damage reports, assessments, and situation reports to support ESF #5.
- Facilitates resolution of any conflicting demands for hazardous materials response resources and ensures coordination between NRT and DRG/IMPT activities, and RRT and JFO activities, as appropriate. Coordinates (through headquarters) the provision of personnel and logistical support from other districts to the affected area.
- Provides technical, coordination, and administrative support and personnel, facilities, and communications for ESF #10.
- Coordinates, integrates, and manages the overall Federal effort to detect, identify, contain, clean up, or dispose of or minimize releases of oil or hazardous materials, or prevent, mitigate, or minimize the threat of potential releases.
- Provides OSCs for incidents within its jurisdiction (including for the coastal zone response for incidents for which EPA is the primary agency, but the incident affects both the inland and coastal zone).

In general:

- Provides expertise on environmental effects of oil discharges or releases of hazardous materials and environmental pollution control techniques.
- Assists in planning and preparedness efforts as Vice Chair of the NRT and Co-Chairs for RRTs.
- Maintains the National Response Center.
- Manages the National Strike Force, composed of the National Strike Force Coordination Center, Public Information Assist Team, and three strike teams located on the Pacific, Atlantic, and Gulf coasts, to provide response capabilities, technical advice, documentation and support assistance, and communications support for response activities.
- Offers expertise in domestic and international port safety and security, maritime law enforcement, ship navigation, and the manning, operation, and safety of vessels and marine facilities.
- Maintains continuously staffed facilities that can be used for command, control, and surveillance of oil discharges and hazardous materials releases occurring within its jurisdiction.

**SUPPORT AGENCIES**

Agency	Functions
<b>Department of Agriculture</b>	<ul style="list-style-type: none"> <li>Measures, evaluates, and monitors the impact of the emergency incident on natural resources under USDA's jurisdiction, primarily the national forests.</li> <li>Provides predictions of the effects of pollutants on soil and their movements over and through soil.</li> <li>Assists in developing protective measures and damage assessments.</li> <li>Assists in the disposition of livestock and poultry contaminated with hazardous materials.</li> <li>Provides technical assistance and logistical support.</li> </ul>
<b>Department of Commerce/National Oceanic and Atmospheric Administration (NOAA)</b>	<ul style="list-style-type: none"> <li>Provides operational weather data and prepares forecasts tailored to support the response, through the Interagency Modeling and Atmospheric Assessment Center (IMAAC) when activated.</li> <li>Provides expertise on natural resources and coastal habitat, the environmental effects of oil and hazardous materials, and appropriate cleanup and restoration alternatives.</li> <li>Coordinates NOAA scientific support for responses in coastal and marine areas, including assessments of the hazards that may be involved.</li> <li>Predicts pollutant movement, dispersion, and characteristics (marine) over time.</li> <li>Provides information on meteorological, hydrological, ice, and oceanographic conditions for marine, coastal, and inland waters.</li> <li>Provides charts and maps for coastal and territorial waters and the Great Lakes.</li> <li>Conducts emergency hydrographic surveys, search and recovery, and obstruction location to assist safe vessel movement.</li> </ul>
<b>Department of Defense</b>	Provides OSC and directs response actions for releases of hazardous materials from its vessels, facilities, vehicles, munitions, and weapons.
	<b>U.S. Army Corps of Engineers (DOD/USACE):</b> Provides response and recovery assistance to incidents involving radiological dispersal devices and improvised nuclear devices, pursuant to development of a memorandum of understanding between EPA and DOD/USACE.
	<b>Navy Supervisor of Salvage:</b> Provides technical, operational, and emergency support in the ocean engineering disciplines of marine salvage, pollution abatement, and diving services.
<b>Department of Energy</b>	<ul style="list-style-type: none"> <li>Provides an OSC and directs response actions for releases of hazardous materials from its vessels, facilities, and vehicles.</li> <li>Provides advice in identifying the source and extent of radioactive releases relevant to the NCP, and in the removal and disposal of radioactive contamination.</li> <li>Provides additional assistance for radiological incidents pursuant to, or in coordination with, ESF #8 – Public Health and Medical Services DOE activities.</li> </ul>

## Emergency Support Function #10 – Oil and Hazardous Materials Response Annex

Agency	Functions
<b>Department of Health and Human Services</b>	<b>Centers for Disease Control and Prevention/Agency for Toxic Substances and Disease Registry</b> <ul style="list-style-type: none"> <li>Provides assistance on all matters related to the assessment of health hazards at a response and protection of response workers and the public health.</li> <li>Determines whether illnesses, diseases, or complaints may be attributable to exposure to a hazardous material.</li> <li>Establishes disease/exposure registries and conducts appropriate clinical testing.</li> <li>Develops, maintains, and provides information on the health effects of toxic substances.</li> </ul>
	<b>Food and Drug Administration:</b> Works in cooperation with EPA and USDA to ensure the proper disposal of contaminated food or animal feed.
<b>Department of Homeland Security</b>	<b>DHS/Customs and Border Protection (CBP):</b> Where hazardous materials are transported by persons, cargo, mail, or conveyances arriving from outside the United States, provides extensive analytical and targeting capabilities through its National Targeting Center, full examination capabilities by trained CBP Officers equipped with radiation detection and nonintrusive inspection technology, and nationwide rapid technical response capabilities through its Laboratory and Scientific Services Division.
	<b>DHS/Federal Emergency Management Agency:</b> Provides coordination support during ESF activations, as well as recovery and mitigation assistance during federally declared disasters or emergencies.
	<b>DHS/Office of Infrastructure Protection</b> <ul style="list-style-type: none"> <li>Designates an Infrastructure Liaison to address all issues regarding the recovery and restoration of critical infrastructure affected by a release of oil or hazardous materials.</li> <li>Maintains database of sites with hazardous materials, provides detailed knowledge of various hazardous material sites as a result of site visits and vulnerability assessments, and works to reduce the vulnerabilities and risks from terrorist attack at hazardous material sites.</li> </ul>
	<b>DHS/Science and Technology Directorate</b> <ul style="list-style-type: none"> <li>Provides coordination of Federal science and technology resources as described in the Science and Technology Support Annex.</li> <li>Through the IMAAC, provides predictions of hazards associated with atmospheric releases for use in emergency response when activated for incidents requiring a coordinated Federal response.</li> </ul>

## Emergency Support Function #10 – Oil and Hazardous Materials Response Annex

Agency	Functions
<b>Department of the Interior</b>	<ul style="list-style-type: none"> <li>Provides scientific/technical advice, information, and assistance to help prevent or minimize injury to natural and cultural resources and historic properties such as public lands; units of the National Park System; national wildlife refuges and fish hatcheries; Alaska Native allotments and townsites; wildlife and associated habitat, including threatened and endangered species and migratory birds; and national monuments.</li> <li>Provides scientific expertise and assistance in mapping, biological resources, geology, and hydrology; earthquakes and other natural hazards; minerals; and identification of hazards.</li> <li>Provides expertise in and information on offshore drilling and production practices and facilities and offshore minerals.</li> <li>Maintains computer models for oil spill trajectory analysis and calculation of pipeline oil discharge volumes.</li> <li>Provides information from response research.</li> <li>For spills involving Outer Continental Shelf facilities, assists in source identification, oversees spill abatement, and approves resumption of operations.</li> </ul>
<b>Department of Justice</b>	Provides expert advice on complex legal issues, particularly regarding potential criminal cases.
<b>Department of Labor (DOL)</b>	<p><b>Mine Safety and Health Administration:</b> Provides mobile laboratory equipment and technical expertise for gas sampling and analysis.</p> <p><b>Occupational Safety and Health Administration (DOL/OSHA):</b> Provides technical support to EPA, DHS/USCG, and other NRT/RRT agencies, as well as to the OSC, regarding hazards to workers engaged in response activities. Worker safety and health resources under the Worker Safety and Health Support Annex are activated through ESF #5. This assistance may include 24/7 site safety monitoring, airborne worker exposure sampling and analysis, critical incident stress monitoring, development and oversight of the site-specific safety and health plan, personal protective equipment selection and distribution and training, and respirator fit-testing. The Worker Safety and Health Support Annex provides additional information on worker safety and health technical assistance. DOL/OSHA support is also directly available to NRT agencies under the NCP and under ESF #10 through a request by the primary agency.</p>
<b>Department of State</b>	Facilitates an integrated response between nations when a discharge or release crosses international boundaries or involves foreign flag vessels.
<b>Department of Transportation</b>	Provides expertise on all modes of transporting oil and hazardous materials, including information on the requirements for packaging, handling, and transporting regulated hazardous materials.
<b>General Services Administration</b>	Provides logistics and telecommunications support. If ESF #2 – Communications or ESF #7 – Resource Support are activated, provides support through those ESFs.
<b>Nuclear Regulatory Commission (NRC)</b>	Coordinates the Federal response activities for a radiological incident involving a facility licensed by the NRC or an Agreement State, shipment of NRC- or Agreement State-licensed materials, or radioactive materials licensed under the Atomic Energy Act; or provides support to DHS as the coordinating agency for incidents requiring a coordinated Federal response, in accordance with the Nuclear/Radiological Incident Annex. The NRC and EPA coordinate their responses to an emergency involving both a radiological and chemical release in accordance with joint NRC/EPA implementing procedures.

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DRAFT

**ESF Coordinator:**

Department of Agriculture

**Primary Agencies:**

Department of Agriculture  
Department of the Interior

**Support Agencies:**

Department of Agriculture  
Department of Commerce  
Department of Defense  
Department of Energy  
Department of Health and Human Services  
Department of Homeland Security  
Department of the Interior  
Department of Justice  
Department of State  
Department of Labor  
Department of Transportation  
Environmental Protection Agency  
General Services Administration  
National Archives and Records Administration  
U.S. Postal Service  
Advisory Council on Historic Preservation  
American Red Cross  
Heritage Emergency National Task Force

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## 1 INTRODUCTION

### 2 3 Purpose

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5 Emergency Support Function (ESF) #11 – Agriculture and Natural Resources supports State, tribal, and local authorities and other Federal agency efforts to address: (1) provision of  
6 nutrition assistance; (2) control and eradication of an outbreak of a highly contagious or  
7 economically devastating animal/zoonotic disease, highly infective exotic plant pest, or  
8 economically devastating plant pest infestation; (3) assurance of the safety and security of the  
9 commercial food supply (under Department of Agriculture (USDA) jurisdictions and authorities);  
10 (4) protection of natural and cultural resources and historic properties (NCH) resources when  
11 activated by the Secretary for incidents requiring a coordinated Federal response; and (5) the  
12 safety and well-being of household pets.  
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### 15 Scope

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16 ESF #11 includes five primary functions:

- 17 • **Provision of nutrition assistance by the Food and Nutrition Service (FNS):** Includes  
18 determining nutrition assistance needs, obtaining appropriate food supplies, arranging for  
19 delivery of the supplies, and authorizing disaster food stamps.
- 20 • **Animal and plant disease and pest response:** Includes implementing an integrated  
21 Federal, State, tribal, and local response to an outbreak of a highly contagious or  
22 economically devastating animal/zoonotic disease, an outbreak of a highly infective exotic  
23 plant disease, or an economically devastating plant pest infestation. Ensures, in  
24 coordination with ESF #8 – Public Health and Medical Services, that animal/veterinary  
25 issues in natural disasters are supported.  
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- **Assurance of the safety and security of the commercial food supply:** Includes the inspection and verification of food safety aspects of slaughter and processing plants, products in distribution and retail sites, and import facilities at ports of entry; laboratory analysis of food samples; control of products suspected to be adulterated; plant closures; foodborne disease surveillance; and field investigations.
- **Protection of NCH resources:** Includes appropriate response actions to preserve, conserve, rehabilitate, recover, and restore NCH resources. This includes providing postevent baseline assessments of damages and providing technical assistance and resources for assessing impacts of response and recovery activities to NCH resources.
- **Safety and well-being of household pets:** Supports Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) Mass Care in coordinating an integrated Federal, State, tribal, and local response to ensure the safety and well-being of household pets. Assists DHS/FEMA Mass Care by providing technical support and subject-matter expertise for activities including the evacuation, transportation, sheltering, husbandry, and veterinary care of affected animals.

## Policies

<b>General</b>	<ul style="list-style-type: none"> <li>• Actions undertaken under ESF #11 are coordinated with and conducted cooperatively with State, tribal, and local incident management officials and with private entities, in coordination with the Joint Field Office (JFO) Unified Coordination Group, the Regional Response Coordination Center (RRCC), and National Response Coordination Center (NRCC) as required.</li> <li>• Each supporting agency is responsible for managing its respective assets and resources after receiving direction from the primary ESF #11 agency for the incident.</li> </ul>
<b>Nutrition Assistance Policies</b>	<ul style="list-style-type: none"> <li>• Food supplies secured and delivered under ESF #11 are suitable either for household distribution or for congregate meal service as appropriate.</li> <li>• Transportation and distribution of food supplies within the affected area are arranged by Federal, State, local, and voluntary organizations.</li> <li>• ESF #11 officials coordinate with, and support as appropriate, agencies responsible for ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services that are involved in mass feeding.</li> <li>• ESF #11 officials encourage the use of congregate feeding arrangements as the primary outlet for disaster food supplies.</li> <li>• Priority is given to moving critical supplies of food into areas of acute need and then to areas of moderate need.</li> <li>• ESF #11 officials, upon notification that commercial channels of trade have been restored, may authorize the use of disaster food stamp program procedures.</li> </ul>
<b>Animal and Plant Disease and Pest Response Policies</b>	<ul style="list-style-type: none"> <li>• When addressing animal diseases, all animal depopulation activities are conducted as humanely as possible while stopping pathogen spread and limiting the number of animals that must be euthanized. Disposal methods for infected or potentially infected carcasses and plant host material are chosen for their effectiveness in stopping pathogen spread and for their minimal impact on the environment.</li> <li>• The Secretary of Agriculture can release funds from contingency or program accounts as needed to indemnify producers for animals and suspect animal and plant products seized or facilities held to control a disease as well as to pay the operational costs of the eradication of disease.</li> </ul>

<b>Animal and Plant Disease and Pest Response Policies</b> (Continued)	<ul style="list-style-type: none"> <li>• The Secretary of Agriculture also may declare an extraordinary emergency to pay compensation and to allow for the use of Federal authorities to take action within a State if the affected State is unable to take appropriate action to control and eradicate the disease.</li> <li>• Actions undertaken are guided by and coordinated with State, tribal, and local emergency preparedness and response officials and homeland security officials and existing USDA internal policies and procedures. The primary agency for each incident coordinates with appropriate ESFs and other annexes, including the coordinating agency for the Worker Safety and Health Support Annex, to ensure appropriate measures are in place to protect the health and safety of all workers, including volunteers. Actions undertaken under ESF #11 are coordinated with and conducted cooperatively with State, tribal, and local incident management officials and with private entities, in coordination with the Unified Coordination Group, the RRCC, and the NRCC as required.</li> </ul>
<b>Assurance of the Safety and Security of the Commercial Food Supply</b>	<ul style="list-style-type: none"> <li>• The Food Safety and Inspection Service (FSIS) is activated upon notification of the occurrence of a potential or actual incident that requires a coordinated Federal response.</li> <li>• Actions undertaken are guided by and coordinated with State, tribal, and local emergency preparedness and response officials and homeland security officials and existing USDA internal policies and procedures.</li> </ul>
<b>NCH Resources Protection Policies</b>	<ul style="list-style-type: none"> <li>• The NCH component of ESF #11 is activated by DHS/FEMA upon the determination that the State, tribal, or local government's resources and capabilities to preserve, conserve, rehabilitate, recover, restore, or assess the impacts to NCH resources are overwhelmed during an incident requiring a coordinated Federal response. The NCH component of ESF #11 may also be activated when a Federal department or agency acting under its own authority requests DHS assistance to preserve, conserve, rehabilitate, recover, restore, or assess the impacts to NCH resources.</li> <li>• The Department of the Interior (DOI) is the primary agency for the NCH component of ESF #11.</li> <li>• Actions undertaken under ESF #11 to protect, preserve, conserve, rehabilitate, recover, and restore NCH resources are guided by the existing internal policies and procedures of the agencies providing support for the incident.</li> <li>• The organizations providing support for each incident coordinate with appropriate ESFs and other annexes, including the coordinating agency for the Worker Safety and Health Support Annex, to ensure appropriate use of volunteers and their health and safety and to ensure appropriate measures are in place to protect the health and safety of all workers.</li> <li>• Each support agency is responsible for managing its respective assets and resources after receiving direction from the primary agency.</li> </ul>
<b>Household Pets Response Policies</b>	<ul style="list-style-type: none"> <li>• Animal rescue and sheltering should be conducted in conjunction with human rescue and sheltering efforts. Animals should be sheltered near their owners to the extent possible. Owners should be expected to provide food, water, husbandry, and exercise for their pets during the time they are in emergency shelters.</li> <li>• Businesses where animals are integral to operations (e.g., pet shops and veterinary hospitals) should be expected to have contingency plans in place for those animals in the event of a disaster or emergency.</li> </ul>

## CONCEPT OF OPERATIONS

### General

USDA, as the coordinator for ESF #11, organizes the ESF staff based upon the five core functional areas addressed previously (see Table 1 that follows). It organizes and coordinates the capabilities and resources of the Federal Government to facilitate the delivery of services, technical assistance, expertise, and other support for incidents requiring a coordinated Federal response that relate to the areas covered in Table 1.

ESF #11 provides for an integrated Federal, State, tribal, and local response to an outbreak of a highly contagious or economically devastating animal/zoonotic (i.e., transmitted between animals and people) disease, an outbreak of a highly infective exotic plant disease, or an economically devastating plant or animal pest infestation in the United States.

ESF #11 supports DHS/FEMA Mass Care in coordinating an integrated Federal, State, tribal, and local response, to assure the safety and well-being of household pets during natural disasters and other emergency events resulting in mass displacement of civilian populations.

ESF #11 ensures the safety and security of the Nation's commercial supply of food (e.g., meat, poultry, and egg products) for incidents requiring a coordinated Federal response, and mitigates the effect of the incident(s) on all affected parts of the U.S. population and environment.

**Table 1. ESF #11 Functional Categories and Responsibilities**

Functional Category	ESF Primary Agency	ESF Responsibilities
<b>Nutrition Assistance</b>	USDA/FNS	<ul style="list-style-type: none"> <li>Determine nutritional assistance needs.</li> <li>Obtain appropriate food supplies.</li> <li>Arrange for transportation for food supplies.</li> <li>Authorize disaster food stamps.</li> </ul>
<b>Animal and Plant Disease and Pest Response</b>	USDA/APHIS	<ul style="list-style-type: none"> <li>Implement an integrated national-level response to an outbreak of an economically devastating or highly contagious animal/zoonotic disease, exotic plant disease, or plant pest infestation.</li> <li>Coordinate veterinary and wildlife services in affected areas.</li> <li>In response to a biohazardous event, the decontamination and/or destruction of animals and plants as well as associated facilities (e.g., barns, processing equipment, soil, and feeding and growing areas) may be required.</li> <li>Coordinate with ESF #8 on animal/veterinary issues in disease and natural disaster issues.</li> </ul>
<b>Assurance of the Safety and Security of the Commercial Food Supply</b>	USDA/FSIS	<ul style="list-style-type: none"> <li>Perform inspection and verification of meat, poultry, and egg products in affected areas.</li> <li>Conduct food-borne disease surveillance.</li> <li>Coordinate recall and tracing of adulterated products.</li> <li>Coordinate disposal of contaminated food products.</li> <li>Provide inspectors and laboratory services to affected areas.</li> </ul>

Functional Category	ESF Primary Agency	ESF Responsibilities
<b>NCH Resources Protection</b>	DOI	<ul style="list-style-type: none"> <li>• Coordinate NCH resources identification and vulnerability assessments.</li> <li>• Facilitate development and application of protection measures and strategies.</li> <li>• Assist in emergency compliance with relevant Federal environmental laws during emergency response activities, such as emergency permits/consultation for natural resources use or consumption.</li> <li>• Manage, monitor, and assist in or conduct response and recovery actions to minimize damage to NCH resources.</li> <li>• Coordinate with ESFs #3 – Public Works and Engineering and #10 – Oil and Hazardous Materials Response on the removal of debris affecting NCH resources.</li> <li>• Coordinate with ESF #3 to manage, monitor, or provide technical assistance on emergency stabilization (and during recovery, restoration) of shorelines, riparian buffer zones, and hillsides to protect NCH resources.</li> <li>• Share information on best practices and assist in development of programmatic approaches for addressing and expediting NCH-related requirements for all Federal actions/undertakings taken to respond to or recover from an incident requiring a coordinated Federal response.</li> <li>• Provide assistance and expertise in addressing impacts to properties of traditional religious and cultural importance.</li> <li>• Provide up-to-date geospatial data related to impacted NCH resources; and develop and provide standard operating procedures for collecting NCH digital data, conducting GIS analyses, and disseminating geospatial products related to NCH resources, such as maps.</li> <li>• Provide Incident Management Teams to assist in NCH resource response and recovery actions.</li> </ul>
<b>Household Pets Response</b>	USDA/APHIS	Supports DHS/FEMA Mass Care in coordinating an integrated national-level response to assure the safety and well-being of household pets.

As the primary agency for NCH resources, DOI organizes and coordinates the capabilities and resources of the Federal Government to facilitate the delivery of services, technical assistance, expertise, and other support for the protection, preservation, conservation, rehabilitation, recovery, and restoration of NCH resources in prevention of, preparedness for, response to, and recovery from an incident requiring a coordinated Federal response.

ESF #11 identifies, secures, and arranges for the transportation of food and/or food stamp benefits to affected areas.

1 **ORGANIZATION**

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3 **Headquarters-Level Response Structure**

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5 The headquarters ESF operates under the direction of the USDA coordinator. When the  
6 assistance needed involves NCH resources protection, DOI provides headquarters direction and  
7 coordination. When an incident requires assistance from more than one of the ESF #11  
8 functions, USDA provides the overall direction.

9  
10 For nutrition assistance, FNS's National Disaster Coordinator is the point of contact and  
11 coordinates FNS's response activities with other agencies on behalf of the FNS disaster task  
12 force.

13  
14 For animal and plant disease and pest response, APHIS assumes primary responsibility.

15  
16 For an incident involving the safety and security of the commercial food supply, FSIS assumes  
17 primary responsibility.

18  
19 For an incident involving NCH resources protection, the DOI Office of Environmental Policy and  
20 Compliance assumes primary responsibility.

21  
22 Once ESF #11 is activated, the national response is coordinated by USDA at the NRCC. The  
23 coordinator convenes a conference call with appropriate support agencies and non-Federal  
24 partners to assess the situation and determine appropriate actions. The agency then alerts  
25 supporting organizations and requests that they provide representation.

26  
27 **Regional-Level Response Structure**

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28  
29 The regional ESF #11 operates under the direction of a USDA coordinator, who is determined  
30 based upon the assistance needed for the specific incident. When an incident requires  
31 assistance from more than one of the ESF #11 functions, USDA provides the regional point of  
32 contact within the NRCC and represents ESF #11 in its dealings with the Unified Coordination  
33 Group. ESF #11 will have staff on duty at the JFO on a 24-hour basis, as needed, for the  
34 duration of the emergency response period. When ESF #11 assistance may involve only NCH  
35 resources protection, DOI provides this regional function until the NCH Coordinator for the  
36 incident is determined.

37  
38 For nutrition assistance, the FNS Regional Disaster Coordinator is the point of contact and  
39 represents ESF #11 in its dealings with the Unified Coordination Group.

40  
41 Regardless of the nature of the disease or pest emergency, the State establishes a Joint  
42 Information Center (JIC) that functions as the principal source of information about the disease  
43 outbreak or pest infestation response in the State. The State JIC coordinates closely with  
44 Federal officials to ensure consistency in the information released to the communications media  
45 and the public.

46  
47 In assisting with disease response and animal safety and welfare response, the local or county  
48 government activates its emergency operations center to provide a local base of operations. In  
49 some States, a county emergency declaration may be needed to initiate county response  
50 activities.

## Emergency Support Function #11 – Agriculture and Natural Resources Annex

For an incident involving the safety and security of the commercial food supply, the District and Field Offices nationwide coordinate the field response activities according to internal policies and procedures. A representative of a District Office(s) serves as the Senior USDA Federal Official of the Unified Coordination Group in the affected area.

For assistance in protection of NCH resources, the DOI Regional Environmental Officer is the initial point of contact within the RRCC and represents ESF #11 in dealing with the Federal Coordinating Officer or Federal Resource Coordinator.

### ACTIONS

#### Initial Actions

The ESF #11 coordinator provides information to the Domestic Readiness Group (DRG) for the duration of the incident. The primary agency for the incident assembles an interagency staff to support operations at the NRCC, RRCC, and JFO.

Functional Category	Initial Actions
<b>Nutrition Assistance</b>	<ul style="list-style-type: none"><li>• Determines the critical needs of the affected population in terms of numbers of people, their location, and usable food preparation facilities for congregate feeding.</li><li>• Catalogs available resources of food, transportation, equipment, storage, and distribution facilities and is able to locate these resources geographically.</li><li>• Ensures that all identified USDA food is fit for human consumption.</li><li>• Coordinates shipment of USDA food to staging areas within the affected area.</li><li>• Initiates direct market procurement of critical food supplies that are unavailable from existing inventories.</li><li>• Authorizes the disaster food stamp program.</li></ul>
<b>Animal and Plant Disease and Pest Response</b>	<ul style="list-style-type: none"><li>• APHIS addresses the potential for outbreaks in multiple States and provides guidance to unaffected States in taking immediate precautionary measures within their borders.</li><li>• If a possible intentional pathogen or pest release is reported, animal or plant health authorities immediately notify USDA's Office of Inspector General (OIG), which in turn contacts the National Operations Center. As the situation warrants, the USDA OIG notifies and coordinates with the appropriate law enforcement agencies at the local, tribal, State, and Federal levels.</li><li>• If criminal activity is suspected in connection with an outbreak, the USDA OIG works closely with the responding veterinary or plant diagnostics staff to ensure the proper handling and packing of any samples and their shipment to the appropriate research laboratory for testing and forensic analysis. The USDA OIG conducts any subsequent criminal investigation jointly with other appropriate Federal law enforcement agencies. If the outbreak is determined to be a criminal but not a terrorist act, the USDA OIG assumes primary Federal responsibility for a law enforcement response.</li><li>• If a terrorist act is suspected in connection with an outbreak, the USDA OIG notifies the Weapons of Mass Destruction Unit of the Department of Justice/Federal Bureau of Investigation (DOJ/FBI). The USDA OIG, other appropriate Federal law enforcement agencies, and the DOJ/FBI conduct a joint criminal investigation.</li><li>• APHIS provides for the inspection, quarantine enforcement, fumigation, disinfection, sanitation, pest extermination, and destruction of animals or articles found to be so infected or contaminated as to be sources of dangerous infection to human beings and takes such other measures as necessary.</li><li>• APHIS, under the Plant Protection Act and the Animal Protection Act, enforces interstate quarantines and coordinates with the States in implementing parallel intrastate quarantines.</li></ul>

## Emergency Support Function #11 – Agriculture and Natural Resources Annex

Functional Category	Initial Actions
<b>Assurance of the Safety and Security of the Commercial Food Supply</b>	<ul style="list-style-type: none"><li>Assesses the operating status of inspected meat, poultry, and egg product processing, distribution, import, and retail facilities in the affected area.</li><li>Evaluates the adequacy of available inspectors, program investigators, and laboratory services relative to the emergency on a geographical basis.</li></ul>
<b>NCH Resources Protection</b>	<ul style="list-style-type: none"><li>Determines the critical needs and resources available to preserve, conserve, rehabilitate, recover, and restore NCH resources, in consultation with State, tribal, local, and private entities, and the Heritage Emergency National Task Force. Based on this determination, DOI, USDA, and Department of Commerce/National Oceanic and Atmospheric Administration consult to determine which agency will provide staff for the incident.</li><li>Coordinates provision of necessary assistance within the affected area.</li></ul>

### Ongoing Actions

Functional Category	Ongoing Actions
<b>Nutrition Assistance</b>	<ul style="list-style-type: none"><li>Expedites requests, if any, for emergency issuance of food stamp benefits after access to commercial food channels is restored.</li><li>Establishes logistical links with organizations involved in long-term congregate meal services.</li><li>Establishes need for and effects replacement of food products transferred from existing FNS nutrition assistance program inventories.</li></ul>
<b>Animal and Plant Disease and Pest Response</b>	<ul style="list-style-type: none"><li>Provides information and recommendations to the DRG for incidents involving an outbreak of highly contagious/zoonotic animal disease, highly infective exotic plant disease, or economically devastating plant pest infestation that may require quarantine actions or that may impact intrastate/interstate commerce.</li><li>Assigns veterinary personnel to assist in delivering animal health care to injured or abandoned animals and performing veterinary preventive medicine activities, including the conducting of field investigations and the provision of technical assistance and consultation as required.</li></ul>
<b>Assurance of the Safety and Security of the Commercial Food Supply</b>	<ul style="list-style-type: none"><li>Inspects and verifies slaughter and processing plants, distribution and retail sites, and import facilities at ports of entry.</li><li>Engages in laboratory analysis activities to screen meat, poultry, and egg products for chemical, biological, and radiological agents.</li><li>Suspends operations of meat, poultry, and egg processing plants as appropriate.</li><li>Engages in surveillance of food safety/security-related illness, injury, and other consumer complaints.</li><li>Coordinates with State, local, and voluntary organizations to determine the extent to which FSIS resources are needed and can be provided.</li><li>Conducts product tracing to determine the source, destination, and disposition of adulterated and/or contaminated products.</li><li>Controls all identified FSIS-inspected products at inspected establishments that are suspected or found to be adulterated through product recall, seizure, and detention and/or closures of regulated establishments.</li></ul>

Functional Category	Ongoing Actions
<b>NCH Resources Protection</b>	<ul style="list-style-type: none"> <li>Provides scientific/technical advice, information, and assistance to help prevent or minimize injury to NCH resources.</li> <li>Provides scientific/technical advice, information, and assistance for long-term recovery, restoration, preservation, protection, conservation, stabilization, or rehabilitation of NCH resources.</li> <li>Utilizes the national network of information and expertise on cultural and historic resources represented by the Heritage Emergency National Task Force.</li> <li>Establishes logistical links with organizations involved in long-term NCH resources protection, preservation, conservation, rehabilitation, recovery, stabilization, and restoration.</li> <li>Addresses long-term community recovery activities carried out under ESF #14 – Long-Term Community Recovery that involve NCH issues.</li> </ul>

## RESPONSIBILITIES

**Coordinating Agency: Department of Agriculture**

Agency	Functions
<b>Nutrition Assistance</b> <b>Primary Agency:</b> <b>Department of Agriculture/Food and Nutrition Service</b>	<ul style="list-style-type: none"> <li>Determines the availability of USDA foods, including raw agricultural commodities (e.g., wheat, corn, oats, and rice) that could be used for human consumption and assesses damage to food supplies.</li> <li>Coordinates with State, tribal, and local officials to determine the nutrition needs of the population in the affected areas based on the following categories: acutely deficient, moderately deficient, self-sufficient, and surplus supplies.</li> <li>At the discretion of the Administrator of the FNS, and upon request by the State, approves emergency issuance of food stamp benefits to qualifying households within the affected area.</li> <li>At the discretion of the Administrator of the FNS, makes emergency food supplies available to households for take-home consumption in lieu of providing food stamp benefits for qualifying households.</li> <li>Works with State and voluntary agencies to develop a plan of operation that ensures timely distribution of food in good condition to the proper location, once need has been determined.</li> </ul>
<b>Animal and Plant Disease and Pest Response and Animal Safety and Well-Being</b> <b>Primary Agency:</b> <b>Department of Agriculture/Animal and Plant Health Inspection Service</b>	<b>Animal Diseases – APHIS, Veterinary Services</b> <ul style="list-style-type: none"> <li>Detects animal disease anomalies and assigns Foreign Animal Disease Diagnosticians to conduct investigations.</li> <li>After diagnosis of disease, circulates warning notice to appropriate Federal and State officials in order to facilitate a more timely and efficient response.</li> <li>Coordinates tasks with other ESFs, Veterinary Medical Assistance Teams (VMATs), and voluntary animal care organizations to respond.</li> <li>Coordinates surveillance activities along with ESF #8 in zoonotic diseases.</li> <li>Coordinates with ESF #8 in the case of a natural disaster in which animal/veterinary issues arise, to ensure support for such issues.</li> </ul>

## Emergency Support Function #11 – Agriculture and Natural Resources Annex

Agency	Functions
<p><b>Animal and Plant Disease and Pest Response and Animal Safety and Well-Being</b></p> <p><b>Primary Agency:</b> Department of Agriculture/Animal and Plant Health Inspection Service (Continued)</p>	<p><b>Animal Safety and Well-Being – APHIS, Animal Care:</b> Coordinates tasks with appropriate ESFs and nongovernmental organizations.</p> <p><b>Plant Disease or Pests – APHIS, Plant Protection and Quarantine</b></p> <ul style="list-style-type: none"> <li>In an exotic plant disease or plant pest of quarantine importance, the grower and/or the State land-grant university diagnostic laboratory or State Department of Agriculture diagnostic laboratory contacts the State Plant Regulatory Official as well as the State Plant Health Director of the Plant Protection and Quarantine program. The Director then notifies the Plant Protection and Quarantine program's regional and headquarters offices.</li> <li>Prior to initiation of an emergency response, the suspect specimen must be confirmed by a specialist recognized as an authority by the Plant Protection and Quarantine program's National Identification Services unit. Once confirmed, the appropriate Plant Protection and Quarantine Region Director and the Assistant Deputy Administrator for Emergency and Domestic Programs notifies the State Plant Regulatory Official and the State Plant Health Director in the State of origin that the presence of the exotic plant disease or plant pest has been confirmed. The Assistant Deputy Administrator then notifies the National Plant Board and all trading partners of the confirmation.</li> </ul>
<p><b>Assurance of the Safety and Security of the Commercial Food Supply</b></p> <p><b>Primary Agency:</b> Department of Agriculture/Food Safety and Inspection Service</p>	<ul style="list-style-type: none"> <li>Assesses whether meat, poultry, and egg product processors, distributors, and importers in the affected area are able to provide safe and secure food. The operations of facilities that cannot produce unadulterated products are suspended, and other facilities continue to undergo regular or enhanced inspection and verification, including laboratory monitoring of food samples.</li> <li>Works with Federal, State, tribal, and local authorities as well as industry to conduct tracing, recall, and control of adulterated products. This includes proper disposal of contaminated products in order to protect public health and the environment in the affected area.</li> <li>Provides Geographic Information Systems mapping capability for the meat, poultry, and egg product facilities it regulates to assist State, tribal, and local authorities to establish food control zones to protect the public health.</li> </ul>
<p><b>NCH Resources Protection</b></p> <p><b>Primary Agency:</b> Department of the Interior</p>	<ul style="list-style-type: none"> <li>Provides scientific/technical advice, information, and assistance to help prevent or minimize injury to and to restore or stabilize NCH resources. Areas covered include terrestrial and aquatic ecosystems; biological resources, including fish and wildlife, threatened and endangered species, and migratory birds; historic and prehistoric resources; mapping and geospatial data; geology; hydrology, including real-time water flow data; earthquakes and other natural hazards; on- and offshore minerals; energy; and coal mining.</li> <li>Makes available the response resources of Incident Management Teams in DOI Bureaus, such as the National Park Service Museum Emergency Management Team, which has the capability to respond to events affecting all cultural resources and historic properties.</li> <li>Provides technical assistance in contract management, contracting, procurement, construction inspection, and NCH resources assessments and restoration (natural resources), preservation, protection, and stabilization.</li> <li>Provides technical and financial assistance to landowners and communities as appropriate to help assess the restoration needs for important fish and wildlife habitat and population restoration.</li> </ul>

## Emergency Support Function #11 – Agriculture and Natural Resources Annex

Agency	Functions
<b>NCH Resources Protection</b>  <b>Department of Agriculture</b>	<ul style="list-style-type: none"> <li>Provides technical advice, information, and assistance to help prevent or minimize injury to and to restore or stabilize NCH resources. Areas covered include: plant materials propagation; soil surveys; drought preparedness and mitigation; critical habitat, including environmentally sensitive and culturally significant areas; watershed survey, planning, protection, and rehabilitation; and reforestation and other erosion control.</li> <li>Provides technical and financial assistance to State and tribal governments in developing natural resource management and protection plans, primarily for forested areas.</li> <li>Provides emergency financial assistance to State and tribal governments for recovery efforts on forested lands as assessment needs are determined and funding resources become available.</li> </ul>
<b>NCH Resources Protection</b>  <b>Department of Commerce/National Oceanic and Atmospheric Administration</b>	<ul style="list-style-type: none"> <li>Makes available an environmental data archive for determining baseline conditions.</li> <li>Provides contaminant analysis expertise and facilities.</li> <li>Provides aerial mapping and satellite remote sensing for damage assessment.</li> <li>Provides detailed site-specific weather forecasts and forecasts of travel time for river contaminants.</li> <li>Provides expertise and assistance on coral reefs and coral reef ecosystems.</li> <li>Provides expertise and consultation on marine mammals, endangered species, and essential fish habitat issues.</li> <li>Provides seafood inspection capabilities to assess safety, wholesomeness, proper labeling, and quality of fish and fishery products through process and product verifications, product evaluations and certifications, and laboratory analysis.</li> <li>Implements the activities determined appropriate to restore fisheries and any other natural resources or prevent a failure in the future in accordance with the Magnuson-Stevens Act (Section 312).</li> </ul>
<b>NCH Resources Protection</b>  <b>National Archives and Records Administration</b>	<ul style="list-style-type: none"> <li>Provides preservation, scientific/technical, and records and archival management advice and information to help secure and prevent or minimize loss of NCH resources pertaining to documentary and archival records and historic documents.</li> <li>Provides preservation, scientific/technical, and records and archival management advice and information for stabilization, security, logistics, and contracting for recovery services of damaged NCH resources pertaining to documentary and archival records and historic documents.</li> </ul>
<b>NCH Resources Protection</b>  <b>Heritage Emergency National Task Force</b>	<ul style="list-style-type: none"> <li>Helps cultural institutions and sites prepare for emergencies and obtain needed resources during disasters.</li> <li>Encourages the incorporation of cultural and historic assets into disaster planning and mitigation efforts at all levels of government.</li> <li>Facilitates a more effective and coordinated response for cultural resources to all kinds of emergencies, including catastrophic events.</li> <li>Assists the public in recovering treasured heirlooms damaged by disasters.</li> </ul> <p>The Task Force is a voluntary partnership of 40 national service organizations and Federal agencies created to protect cultural heritage from the damaging effects of natural disasters and other emergencies.</p>

## Emergency Support Function #11 – Agriculture and Natural Resources Annex

Agency	Functions
<b>Advisory Council on Historic Preservation</b>	<ul style="list-style-type: none"> <li>Provides assistance to the full range of involved Federal agencies in emergency Section 106 and National Historic Preservation Act (NHPA) compliance procedures during immediate emergency response and recovery activities affecting historic resources.</li> <li>Coordinates with Heritage Emergency National Task Force and Federal, State, tribal, local, and private-sector entities to identify priority disaster-specific policy initiatives such as emergency appropriations, programmatic agreements, or program alternatives to address specific disaster conditions.</li> <li>Provides technical advice and guidance on procedures and protocols for preservation of historic resources and identifies and carries out procedures to communicate such technical guidance for use by stakeholders and participants in NHPA Section 106 consultation.</li> </ul>
<b>Department of Defense</b>	<ul style="list-style-type: none"> <li>Assesses the availability of Department of Defense (DOD) food supplies and storage facilities capable of storing dry, chilled, and frozen food.</li> <li>Assesses the availability of DOD transportation equipment, material handling equipment, and personnel for support. This responsibility is confined to the posts, camps, and stations within or adjacent to the affected area.</li> <li>Assesses the availability of laboratory and diagnostic support, subject-matter expertise, and technical assistance that may be provided.</li> <li>Assists animal emergency response organizations, or others as requested and appropriate. Provides resources including senior Army Veterinary Corps Officers to function as Defense Veterinary Liaison Officers and Defense Veterinary Support Officers (who serve as the onsite point of contact for DOD veterinary functions) and other military specialists trained in foreign animal disease diagnosis, epidemiology, microbiology, immunology, entomology, pathology, and public health.</li> <li>Provides laboratory support to assist and augment the capabilities of APHIS.</li> <li>Assists in the development of response plans.</li> </ul>
	<p><b>U.S. Army Corps of Engineers (DOD/USACE):</b> Provides expertise and resources to assist in the removal and disposal of contaminated and noncontaminated debris, to include animal carcasses and debris affecting NCH resources.</p>
<b>Department of Energy</b>	<p>In the initial phase of a nuclear or radiological emergency, leads the multiagency Federal Radiological Monitoring and Assessment Center (FRMAC).</p>
<b>Department of Health and Human Services</b>	<ul style="list-style-type: none"> <li>Determines which foods are fit for human consumption and identifies potential problems of contaminated foods.</li> <li>Provides health education in the areas of food preparation and storage.</li> <li>Provides laboratory and diagnostic support, subject-matter expertise, and technical assistance as well as field investigators to assist in product tracing, inspection and monitoring, and interdiction activities.</li> <li>Provides human health-related information, including surveillance for foodborne disease and occupational safety and health issues.</li> <li>Provide veterinary public health and clinical subject-matter expertise support (U.S. Public Health Service Commissioned Corps (USPHS) Veterinary Teams, VMATs, and epidemiologists to address environmental public health, toxicology, bite/scratch injuries from animals, zoonotic disease hazards, rapid veterinary/animals emergency needs assessment, animal response related occupations health and safety, rabies quarantine, etc.).</li> </ul>

Agency	Functions
<p><b>Department of Homeland Security</b></p>	<ul style="list-style-type: none"> <li>• Coordinates with the Infrastructure Liaison concerning all issues regarding the recovery and restoration of the associated critical infrastructure sector supported by the ESF, including the allocation and prioritization of resources, demographic information about the disaster area, and private sources of food.</li> <li>• Provides additional support in interdicting adulterated products in transport and at ports of entry, subject-matter expertise and technical assistance (e.g., Customs and Border Protection Agricultural Specialists), and air and transport services (e.g., the U.S. Coast Guard), as needed, for personnel and laboratory samples.</li> <li>• Maintains, through the Office of Infrastructure Protection Directorate, a database of critical infrastructure and key assets and maintains detailed information on selected sites derived from site visits and collection of vulnerability assessments.</li> <li>• Provides assistance on issues relating to disasters on historic properties.</li> </ul> <p><b>DHS/FEMA</b></p> <ul style="list-style-type: none"> <li>• Provides a granting mechanism to fund preparedness efforts on the local level to ensure that an infrastructure exists to meet the timely challenges of evacuation and rescue, both before and during an event.</li> <li>• Contracts for companion animal transportation in advance of emergency events.</li> <li>• Purchases and prepositions shelter materials in advance of emergency events.</li> <li>• Funds State and local preparedness activities for companion animals.</li> <li>• Coordinates the environmental and historic preservation compliance requirements for all response, recovery, and mitigation activities funded through the Stafford Act, including mission assignments. Advises the Federal Coordinating Officer on issues related to environmental and historic preservation compliance.</li> <li>• Provides policy advice and guidance on the laws, regulations, policies, procedures, emergency consultation, and emergency permits requirements related to environmental and historic preservation compliance for response, recovery, and mitigation activities funded through the Stafford Act, including mission assignments.</li> <li>• Cosponsors the Heritage Emergency National Task Force and uses it as a communication and information-sharing vehicle to benefit ESF #11 activities.</li> </ul>
<p><b>Animal and Plant Disease and Pest Response</b></p> <p><b>Department of the Interior/U.S. Geological Survey</b></p>	<p>Serves as the point of contact for any zoonotic diseases involving wildlife. Assists in responding to a highly contagious/zoonotic disease, biohazard event, or other emergency involving wildlife by providing wildlife emergency response teams; geospatial assessment and mapping tools; assistance in the identification of new emerging and resurging zoonotic diseases; the services of a Biosafety Level 3 laboratory for diagnostic disease and biohazard analyses; assistance with the prevention, control, and eradication of any highly contagious/zoonotic disease involving wildlife; and carcass disposal facilities, as appropriate.</p>

## Emergency Support Function #11 – Agriculture and Natural Resources Annex

Agency	Functions
<b>Department of Labor/ Occupational Safety and Health Administration</b>	Provides worker safety and health technical assistance during emergency animal health and NCH resources protection activities. This assistance may include site safety monitoring, worker exposure sampling and analysis, and respirator fit-testing.
<b>Department of State</b>	Facilitates an integrated response between nations when animal and/or plant disease outbreaks represent transborder threats.
<b>Environmental Protection Agency</b>	<ul style="list-style-type: none"> <li>• Provides technical assistance, subject-matter expertise, and support for biological, chemical, and other hazardous agents on contaminated facility remediation, environmental monitoring, and contaminated agriculture (animal/crops) and food product decontamination and disposal.</li> <li>• Provides surge capacity for laboratory and diagnostic support.</li> <li>• Works with USDA, the Department of Health and Human Services, and the private sector to identify suitable and available antimicrobial and other pesticides to be used for treatment and decontamination of pathogens on crops, on environmental surfaces, and in water. Approves the use of these pesticides.</li> <li>• In the event of a nuclear or radiological emergency, supports the FRMAC during the initial phase of the emergency and leads the FRMAC for the later phases. Also provides protective action assistance through the Advisory Team for the Environment, Food, and Health.</li> <li>• Provides investigative support and intelligence analysis for incidents involving oil or hazardous materials.</li> <li>• Provides technical assistance in determining when water is suitable for human consumption and canning.</li> </ul>
<b>General Services Administration</b>	Supports the FNS for any necessary procurement efforts required to meet the needs of the affected population.
<b>American Red Cross</b>	<ul style="list-style-type: none"> <li>• Identifies and assesses requirements for food and distribution services on a two-phase basis: (1) critical emergency needs immediately after the disaster, and (2) longer term sustained needs after the emergency phase has ended.</li> <li>• Coordinates the food distribution efforts of other voluntary organizations.</li> </ul>
<b>Department of Justice, Department of Transportation, and U.S. Postal Service</b>	All have control over movement of people, conveyances, and/or things. In the event of a plant or animal disease they can help enforce a quarantine zone by inspection and movement control.

**ESF Coordinator:**

Department of Energy

**Primary Agency:**

Department of Energy

**Support Agencies:**

Department of Agriculture  
Department of Commerce  
Department of Defense  
Department of Homeland Security  
Department of the Interior  
Department of Labor  
Department of State  
Department of Transportation  
Environmental Protection Agency  
Nuclear Regulatory Commission  
Tennessee Valley Authority

## INTRODUCTION

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### Purpose

Emergency Support Function (ESF) #12 – Energy is intended to facilitate the restoration of damaged energy systems and components when activated by the Secretary for incidents requiring a coordinated Federal response. Under Department of Energy (DOE) leadership, ESF #12 is an integral part of the larger DOE responsibility of maintaining continuous and reliable energy supplies for the United States through preventive measures and restoration and recovery actions.

### Scope

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ESF #12 collects, evaluates, and shares information on energy system damage and estimations on the impact of energy system outages within affected areas. Additionally, ESF #12 provides information concerning the energy restoration process such as projected schedules, percent completion of restoration, geographic information on the restoration, and other information as appropriate. ESF #12 facilitates the restoration of energy systems through legal authorities and waivers. ESF #12 also provides technical expertise to the utilities, conducts field assessments, and assists government and private-sector stakeholders to overcome challenges in restoring the energy system.

The term “energy” includes producing, refining, transporting, generating, transmitting, conserving, building, distributing, maintaining, and controlling energy systems and system components. All energy systems are considered critical infrastructure.

### Policies

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ESF #12:

- Addresses significant disruptions in energy supplies for any reason, whether caused by physical disruption of energy transmission and distribution systems, unexpected operational failure of such systems, or unusual economic or international political events.
- Addresses the impact that damage to an energy system in one geographic region may have on energy supplies, systems, and components in other regions relying on the same system. Consequently, energy supply and transportation problems can be intrastate, interstate, and international.

- Performs the Federal coordination role for supporting the energy requirements associated with National Special Security Events.
- Is the primary point of contact with the energy industry for information sharing and requests for assistance from private- and public-sector owners and operators.
- Maintains lists of energy-centric critical assets and infrastructures, and continuously monitors those resources to identify and mitigate vulnerabilities to energy facilities.
- Establishes policies and procedures regarding preparedness for attacks to U.S. energy sources and response and recovery due to shortages and disruptions in the supply and delivery of electricity, oil, natural gas, coal, and other forms of energy and fuels that impact or threaten to impact large populations in the United States.

Restoration of normal operations at energy facilities is the responsibility of the facility owners.

For those parts of the Nation's energy infrastructure owned and/or controlled by DOE, DOE undertakes all preparedness, response, and recovery activities.

The Cyber Incident Annex to the National Response Framework outlines the provision of Federal cyber incident response coordination among the Federal departments and agencies in response to cyber-related issues.

### CONCEPT OF OPERATIONS

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ESF #12 provides the appropriate supplemental Federal assistance and resources to enable restoration in a timely manner.

Collectively, the primary and support agencies that comprise ESF #12:

- Serve as the focal point within the Federal Government for receipt of information on actual or projected damage to energy supply and distribution systems and requirements for system design and operations, and on procedures for preparedness, recovery, and restoration.
- Advise Federal, State, tribal, and local authorities on priorities for energy restoration, assistance, and supply.
- Assist industry, State, tribal, and local authorities with requests for emergency response actions as required to meet the Nation's energy demands.
- Assist Federal departments and agencies by locating fuel for transportation, communications, emergency operations, and national defense.
- Provide guidance on the conservation and efficient use of energy to Federal, State, tribal, and local governments and to the public.
- Provide assistance to Federal, State, tribal, and local authorities utilizing Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA)-established communications systems.

1 **ORGANIZATION**

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2  
3 **Headquarters**

4  
5 ESF #12 is coordinated through Headquarters DOE. ESF #12 is activated when DHS/FEMA  
6 notifies the 24-hour Headquarters DOE Emergency Operations Center.  
7

8 When activated by DHS/FEMA, ESF #12 provides representatives to the DHS National  
9 Operations Center, Domestic Readiness Group, and National Response Coordination Center  
10 (NRCC).  
11

12 **Regional-Level ESF #12 Support**

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13  
14 ESF #12 assigns regional coordinators to each of the 10 DHS/FEMA regions. These  
15 coordinators attend meetings, participate in exercises, and develop expertise on regional issues  
16 and infrastructure.  
17

18 ESF #12 participates in Regional Interagency Steering Committee preparedness and  
19 coordination activities.  
20

21 When activated by DHS/FEMA, ESF #12 representatives deploy to the Regional Response  
22 Coordination Center (RRCC). The ESF #12 Team Leader at the RRCC coordinates assignments,  
23 actions, and other support until the Joint Field Office (JFO) is established and mission-execution  
24 responsibilities are transferred to the JFO ESF #12 Team Leader. ESF #12 provides incident-  
25 related reports and information to ESF #5 – Emergency Management.  
26

27 **Field-Level ESF #12 Support**

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28  
29 When activated by DHS/FEMA, ESF #12 representatives also deploy as members of incident  
30 management teams.  
31

32 When activated by DHS/FEMA, ESF #12 representatives can also deploy as members of the  
33 Rapid Needs Assessment Team.  
34

35 When activated by DHS/FEMA, ESF #12 personnel deploy to the JFO.  
36

37 **State and Local**

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38  
39 State and local governments have primary responsibility for prioritizing the restoration of  
40 energy facilities. State and local governments are fully and consistently integrated into ESF  
41 #12 operations. When activated, ESF #12 personnel may deploy to State emergency  
42 operations centers.  
43

44 **Private Sector**

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45  
46 ESF #12 coordinates information and requests for assistance with the following private-sector  
47 entities: the electricity and the oil and natural gas sector coordinating councils, the Electric  
48 Reliability Organization, and various associations that represents portions of the energy sector.  
49

**ACTIONS**

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**Preincident**

In cooperation with the Energy Sector, ESF #12 develops and implements methodologies and standards for physical, operational, and cyber security for the energy industry.

ESF #12 conducts energy emergency exercises with the energy industry, Federal partners, States, and local governments to prepare for energy and other emergencies.

The private sector owns and operates the majority of the Nation's energy infrastructure and participates along with the DOE in developing best practices for infrastructure design and operations.

DOE assists the States in the preparation of State Energy Assurance Plans to improve the reliability and resiliency of the Nation's energy systems.

ESF #12 works with the DHS/FEMA regions, private sector, and States to develop procedures and products that improve situational awareness to effectively respond to a disruption of the energy sector.

DOE monitors the energy infrastructure and shares information with Federal, State, tribal, local, and industry officials.

In anticipation of a disruption to the energy sector, DOE analyzes and models the potential impacts to the electric power, oil, natural gas, and coal infrastructures; analyzes the market impacts to the economy; and determines the effect the disruption has on other critical infrastructures and key resources.

**Incident**

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The private sector normally takes the lead in the rapid restoration of infrastructure-related services after an incident occurs. Appropriate entities of the private sector are integrated into ESF #12 planning and decisionmaking processes.

Upon activation of ESF #12, DOE Headquarters establishes the Emergency Management Team and activates DOE disaster response procedures.

DOE assesses the energy impacts of the incident, provides analysis of the extent and duration of energy shortfalls, and identifies requirements to repair energy systems.

In coordination with DHS and State, tribal, and local governments, DOE prioritizes plans and actions for the restoration of energy during response and recovery operations.

ESF #12 coordinates with other ESFs to provide timely and accurate energy information, recommends options to mitigate impacts, and coordinates repair and restoration of energy systems.

ESF #12 facilitates the restoration of energy systems through legal authorities and waivers.

DOE provides subject-matter experts to the private sector to assist in the restoration efforts. This support includes assessments of energy systems, latest technological developments in advanced energy systems, and best practices from past disruptions.

ESF #12 coordinates preliminary damage assessments in the energy sector to determine the extent of the damage to the infrastructure and the effects of the damage on the regional and national energy system.

Within the JFO, ESF #12 serves as the primary source for reporting of critical infrastructure and key resources (CI/KR) damage and operating status for the energy systems within the impacted area. The Infrastructure Liaison, if assigned, proactively coordinates with ESF #12 on matters relating to security, protection, and/or restoration that involve sector-specific, cross-sector, or cascading effects impacting ESF #12. (See the CI/KR Support Annex for further details.)

DOE coordinates the installation, operation and fueling, and removal of generators at: farm locations; veterinary facilities, animal shelters, or other animal facilities that are considered vital to community emergency services; and when needed, to public zoos and laboratory animal facilities that are without power.

### Postincident

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ESF #12 participates in postincident hazard mitigation studies to reduce the adverse effects of future disasters.

ESF #12 assists DHS/FEMA in determining the validity of disaster-related expenses for which the energy industry is requesting reimbursement based upon the Stafford Act.

DOE leads and participates in various best practices and lessons learned forums to ensure future disruptions are addressed in the most efficient manner possible.

In coordination with the Office of Pipeline Safety of the Department of Transportation, ESF #12 ensures the safety and reliability of the Nation's natural gas and hazardous material pipelines.

### RESPONSIBILITIES

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#### Primary Agency: DOE

- Serves as the focal point for issues and policy decisions relating to energy response and restoration efforts.
- Assesses energy system damage and monitors repair work.
- Collects, assesses, and provides information on energy supply, demand, and market impacts; and contributes to situation and after-action reports.
- Identifies supporting resources needed to restore energy systems.
- Deploys DOE response teams as needed to affected area(s) to assist in response and restoration efforts.
- Reviews and sponsors the energy industry's requests for Telecommunications Service Priority (TSP) assignments to provision new services.

1 **SUPPORT AGENCIES**

2

Agency	Functions
<b>Department of Agriculture</b>	<b>Rural Utilities Service (RUS)</b> <ul style="list-style-type: none"> <li>Provides advice regarding the restoration of electrical power in RUS-financed systems. This advice includes estimating system damage and the need for local assistance.</li> <li>Provides emergency credit to RUS-financed rural electrification systems.</li> </ul>
	<b>Department of Agriculture, Multifamily Housing:</b> Identifies owners of available apartments in federally funded multifamily housing to provide shelter to emergency response personnel proximal to an electric incident venue.
<b>Department of Commerce/National Oceanic and Atmospheric Administration</b>	Provides current and forecast weather for the incident location.
<b>Department of Defense/U.S. Army Corps of Engineers</b>	Coordinates Emergency Power team missions with power-system restoration activities to establish priorities for emergency generator installation.
<b>Department of Homeland Security</b>	<b>Office of Infrastructure Protection (OIP)</b> <ul style="list-style-type: none"> <li>Provides management of the National Infrastructure Protection Plan.</li> <li>Provides overall coordination of the Nation's CI/KR mission area.</li> <li>Manages the National Infrastructure Coordinating Center, the National Asset Data Base, the National Infrastructure Simulation and Analysis Center, and the Homeland Infrastructure Threat Reporting and Analysis Center (in coordination with DHS/Office of Information and Analysis).</li> <li>Manages a nationwide organization of Protective Security Advisors.</li> <li>Trains and deploys Infrastructure Liaisons and Advisors to support incident management activities. (See the CI/KR Support Annex for further detail.)</li> <li>Develops and maintains a critical infrastructure list of energy facilities.</li> <li>Develops and maintains a critical assets list of energy facilities.</li> <li>Identifies and publicizes threats to specific energy facilities.</li> <li>Coordinates with DOE and the private sector to conduct vulnerability assessments on energy infrastructure associated with terrorism, and coordinates the implementation of protective measures.</li> <li>Coordinates with the Infrastructure Liaison concerning all issues dealing with the recovery and restoration of the associated critical infrastructure sector, including the allocation and prioritization of resources.</li> </ul>
	<b>National Communications System</b> <ul style="list-style-type: none"> <li>Through ESF #2 – Communications, assists DOE in its efforts to aid the energy industry in providing new services or to restore existing services that are assigned TSP restoration priorities.</li> <li>Assesses damage to telecommunications identified by DOE as essential for energy system restoration (electrical service priorities).</li> </ul>
	<b>Science and Technology Directorate:</b> Provides coordination of Federal science and technology resources as described in the Science and Technology Support Annex.

## Emergency Support Function #12 – Energy Annex

Agency	Functions
<b>Department of the Interior</b>	<b>Bureau of Land Management</b> <ul style="list-style-type: none"> <li>Provides information on energy production and supply on onshore Federal lands.</li> <li>Assesses damage to energy-related infrastructure.</li> <li>Provides engineering and technical support as necessary.</li> <li>Develops and maintains information on critical energy-related infrastructure on Federal and tribal lands.</li> </ul>
	<b>Bureau of Reclamation</b> <ul style="list-style-type: none"> <li>Provides technical assistance for the assessment of hydroelectric facilities and flood control actions as they affect energy production.</li> <li>Uses Bureau of Reclamation personnel to assist in the repair of damaged hydropower generation facilities.</li> <li>Modifies operations at Bureau of Reclamation facilities to increase electrical generation to supplement losses in areas affected by an incident.</li> <li>Uses hydroelectric plant internal restart capabilities to assist in restoring the power system if blackouts occur.</li> </ul>
	<b>Minerals Management Service</b> <ul style="list-style-type: none"> <li>For Outer Continental Shelf (OCS) facilities, provides energy production and well reserve information.</li> <li>Assesses energy production damage and projected repair schedules for offshore facilities.</li> <li>Assists operators in minimizing the disruption of energy production by expediting review and approval of repair procedures for damaged facilities and/or in the prompt review and approval of proposals to resume production through the temporary rerouting of oil and gas production until permanent system(s) repair can be affected.</li> <li>Provides engineering and technical support as necessary.</li> <li>Assists DHS/U.S. Coast Guard in the development of critical asset list of OCS oil and gas facilities.</li> <li>Monitors and updates critical asset list of OCS oil and gas facilities.</li> </ul>
<b>Department of Labor/Occupational Safety and Health Administration</b>	Implements processes identified in the Worker Safety and Health Support Annex to provide technical assistance during the restoration of the Nation's energy systems.
<b>Department of State</b>	<ul style="list-style-type: none"> <li>Coordinates with foreign nations and international organizations for assistance and information regarding energy supply and system damage.</li> <li>Assists in implementation of emergency-related international energy agreements.</li> </ul>

## Emergency Support Function #12 – Energy Annex

Agency	Functions
<b>Department of Transportation</b>	<p><b>ESF #1:</b> Assists with transportation of DOE and ESF #12 personnel, energy restoration equipment, spare parts, and repair personnel to disaster locations. ESF #1 – Transportation provides transportation infrastructure situational awareness and planning information to Federal, State, tribal, and local planners and response organizations.</p> <p><b>Pipeline and Hazardous Material Safety Administration (PHMSA):</b> PHMSA's Office of Pipeline Safety (OPS) is the Federal safety authority for the Nation's natural gas and hazardous liquid pipelines and liquefied natural gas facilities. OPS:</p> <ul style="list-style-type: none"> <li>• Ensures the safe, reliable, and environmentally sound operation of the Nation's pipeline transportation system.</li> <li>• Responds to requests for waivers of restrictions to meet emergency energy delivery requirements.</li> <li>• In coordination with DOE's Office of Electricity Delivery and Energy Reliability, coordinates activities and shares information needed to ensure that the sectors of the energy infrastructure subject to each agency's jurisdiction or oversight can efficiently and effectively coordinate and integrate energy assurance activities.</li> <li>• PHMSA's Office of Hazardous Material Safety assists State, tribal, and local authorities with requests for special permits and approvals relating to the movement of hazardous materials in support of the Nation's energy demands.</li> </ul> <p><b>Maritime Administration (MARAD):</b> Acts as the center for information on the location, capacity, and availability of U.S.-flag vessels suitable for the movement of energy supplies, including petroleum products and liquefied natural gas. Pursuant to a memorandum of agreement, coordinates with DOE and DHS/Customs and Border Protection on whether national defense considerations warrant waiver of the U.S. Cabotage law for the movement of energy supplies.</p>
<b>Environmental Protection Agency (EPA)</b>	<ul style="list-style-type: none"> <li>• Responds to requests from State and local officials for EPA to exercise enforcement discretion to waive environmental requirements for motor vehicle fuel in order to address supply shortages, normally in the context of natural disasters or significant disruptions in the fuel production or distribution systems.</li> <li>• Coordinates the collection of motor vehicle fuel supply information necessary to evaluate an enforcement discretion request.</li> <li>• Issues enforcement discretions where appropriate to address fuel supply shortages.</li> <li>• Assists in identifying critical water and wastewater systems requiring priority power restoration.</li> </ul>
<b>Nuclear Regulatory Commission</b>	<ul style="list-style-type: none"> <li>• Regulates the Nation's civilian use of nuclear fuels and materials to include commercial nuclear power plants.</li> <li>• Provides information and technical assessment regarding nuclear power plants.</li> </ul>
<b>Tennessee Valley Authority</b>	<ul style="list-style-type: none"> <li>• Assesses supply, system damage, and repair requirements within the Tennessee Valley Authority.</li> <li>• Supplies surplus power as required to the power grid.</li> <li>• Supplies critical replacement parts and equipment as requested.</li> <li>• Supplies technical expertise as requested.</li> </ul>

**ESF Coordinator:**

Department of Justice

**Support Agencies:**

All Executive Branch departments and agencies possessing a public safety and security capability

**Primary Agency:**

Department of Justice

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**INTRODUCTION**

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**Purpose**

Emergency Support Function (ESF) #13 – Public Safety and Security integrates Federal public safety and security capabilities and resources to support the full range of incident management activities associated with potential or actual incidents requiring a coordinated Federal response.

**Scope**

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ESF #13 provides a mechanism for coordinating and providing Federal-to-Federal support; Federal support to State, tribal, and local authorities; and/or support to other ESFs, consisting of noninvestigative law enforcement, public safety, and security capabilities and resources during potential or actual incidents requiring a coordinated Federal response.

ESF #13 capabilities support incident management requirements including but not limited to, force and critical infrastructure protection, security planning and technical assistance, technology support, and general law enforcement assistance in both preincident and postincident situations. ESF #13 is activated in situations requiring extensive public safety and security and where State and local government resources are overwhelmed or are inadequate, or in preincident or postincident situations that require protective solutions or capabilities unique to the Federal Government.

**Policies**

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State, tribal, local, private-sector, and specific Federal authorities have primary responsibility for public safety and security, and typically are the first line of response and support in these functional areas.

In most incident situations, local jurisdictions have primary authority and responsibility for law enforcement activities, utilizing the Incident Command System on-scene. In larger scale incidents, additional resources should first be obtained through the activation of mutual-aid agreements with neighboring localities and/or State authorities, with incident operations managed through a Unified Command structure. In this context, a State's resources would include members of the State National Guard that the Governor calls into State active duty in a law enforcement, security, and/or public safety capacity.

Through ESF #13, Federal resources supplement State, tribal, local, or other Federal agency resources when requested or required, as appropriate, and are integrated into the incident command structure using National Incident Management System principles and protocols.

ESF #13 facilitates coordination among Federal, State, tribal, and local agencies, as well as among other ESFs, to ensure that communication and coordination processes are consistent with stated incident management missions and objectives.

When activated, ESF #13 coordinates the implementation of Federal authorities (to include mission assignments) and resources that are appropriate for the situation and may provide protection and security resources, planning assistance, technology support, and other technical assistance to support incident operations, consistent with Federal agency authorities and resource availability.

In the event that Federal, State, and local police forces (including the National Guard operating under State control) are insufficient to adequately respond to a civil disturbance or other serious law enforcement emergency the Governor may request, through the Attorney General, Federal military assistance under Title 10 United States Code (U.S.C.) Chapter 15.

Under 10 U.S.C. Chapter 15, the President may federalize and deploy all or part of any State's National Guard. The President may also use the military to enforce Federal law or to protect constitutional rights. Pursuant to law, the President will ultimately determine whether to use the Armed Forces to respond to a domestic law enforcement emergency. Procedures for coordinating Department of Defense (DOD) and Department of Justice (DOJ) responses to law enforcement emergencies, are set forth in DOD's civil disturbance contingency plans.

Requests for Federal law enforcement assistance will be coordinated with the Attorney General, or his/her designee, prior to actual deployment.

This annex does not usurp or override the policies or mutual-aid agreements of any Federal, State, tribal, or local jurisdiction, government, or agency. Federal agencies retain all mission-specific responsibilities provided to them by statute, regulation, policy, or custom. Law enforcement activities and criminal investigations are conducted in conformance with existing codes and statutes.

**Relationship to Other Plans:** ESF #13 provides the conduit for utilizing and incorporating the extensive network of public safety and security coordination established for steady-state prevention efforts through a variety of interagency plans. Prevention and security plans include, but are not limited to, the following:

- National Infrastructure Protection Plan
- Sector-Specific Plans
- The National Strategy for Maritime Transportation Security
- Area Maritime Security Plans
- Vessel and Facility Security Plans

**Relationship to the Terrorism Incident Law Enforcement and Investigation Annex:**

ESF #13 activities should not be confused with the activities described in the Terrorism Incident Law Enforcement and Investigation Annex of the National Response Framework or other criminal investigative law enforcement activities.

During terrorist incidents, ESF #13 coordinates and contributes support to DOJ/Federal Bureau of Investigation (FBI) operations, if requested. In addition, an ESF #13 representative may serve as a Deputy Senior Federal Law Enforcement Official responsible for noninvestigative Federal law enforcement functions.

1 **CONCEPT OF OPERATIONS**

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2  
3 **General**

4  
5 ESF #13 is activated when Federal public safety and security capabilities and resources are  
6 needed to support incident operations. This includes threat or preincident as well as  
7 postincident situations.

8  
9 When ESF #13 is activated, DOJ, with assistance from supporting departments and agencies,  
10 assesses and responds to requests for Federal public safety and security resources to include  
11 noninvestigative law enforcement resources and planning or technical assistance from affected  
12 State, tribal, local, or Federal agencies, or other ESFs.

13  
14 ESF #13 may provide personnel to staff the National Operations Center (NOC), the National  
15 Response Coordination Center (NRCC), the Regional Response Coordination Center (RRCC), the  
16 Incident Command Post, the Joint Field Office (JFO), the Joint Information Center (JIC), the  
17 DOJ/FBI Strategic Information and Operations Center (SIOC), and/or the DOJ/FBI Joint  
18 Operations Center (JOC).

19  
20 ESF #13 manages support by coordinating Federal resources related to public safety and  
21 security to preserve life, protect property (including critical infrastructure), and mobilize Federal  
22 security resources and technologies and other assistance to support incident management  
23 operations.

24  
25 ESF #13 coordinates with Federal, State, tribal, and local officials to determine public safety  
26 and security support requirements and to jointly determine resource priorities.

27  
28 ESF #13 maintains communication with supporting agencies to determine capabilities, assess  
29 the availability of resources, and track resources that have been deployed as a result of  
30 approved and funded mission assignments.

31  
32 **ACTIONS**

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33  
34 **Headquarters**

35  
36 When ESF #13 is activated, DOJ deploys on-call representative(s) to the NRCC.

37  
38 DOJ assesses the need for ESF #13 resources and coordinates response assistance and support  
39 in close cooperation with regional and field ESF #13 elements.

40  
41 DOJ may convene ESF #13 support agencies in a meeting or by conference call to coordinate  
42 Federal public safety and security assistance efforts.

43  
44 ESF #13 may provide subject-matter experts, upon request, to the Domestic Readiness Group  
45 (DRG), national/regional response teams, or other entities, as may be established in the future.

46  
47 **Regional and Field Levels**

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48  
49 Depending on the situation, an ESF #13 representative may participate in early assessment  
50 efforts.

51  
52 When ESF #13 is activated, DOJ's on-call regional representative(s) deploys to the RRCC and  
53 coordinate(s) mission assignments and Federal public safety and security support until the JFO  
54 is established, at which time ESF #13 efforts operate from the JFO.

ESF #13 is included in the Operations Section of the RRCC and JFO.

ESF #13 activities at the local/regional level will be closely coordinated with any Federal law enforcement agencies conducting core mission responsibilities.

Resolution of resource and mission conflicts involving Federal public safety and security assets engaged in emergency operations is done in accordance with the mechanisms set forth in the National Response Framework.

### Incident Management Activities

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While State, tribal, local, and private-sector authorities have primary responsibility for public safety and security, ESF #13 provides Federal public safety and security assistance to support preparedness, response, and recovery priorities in circumstances where locally available resources are overwhelmed or are inadequate, or where a unique Federal capability is required. This may include, but is not limited to, the following activities, when appropriate:

- **Preincident Coordination:** Supporting incident management planning activities and preincident actions required to assist in the mitigation of threats and hazards. This includes developing operational and tactical public safety and security plans, conducting technical security and/or vulnerability assessments, and deploying Federal public safety and security resources in response to specific threats or potential incidents.
- **Technical Assistance:** Providing expertise and coordination for security planning efforts and conducting technical assessments (e.g., vulnerability assessments, risk analyses, surveillance sensor architecture, etc.).
- **Public Safety and Security Assessment:** Identifying the need for ESF #13 support and analyzing potential factors (e.g., mapping, modeling, and forecasting for crowd size, impact of weather, and other conditions) that may affect resource allocations and requisite actions affecting public safety and security.
- **General Law Enforcement Assistance:** Providing basic law enforcement assistance to State and local agencies during incidents that require a coordinated Federal response. Such assistance may include conducting routine patrol functions and making arrests as circumstances may require.
- **Badging and Credentialing:** Assisting State, tribal, and local authorities in the establishment of consistent processes for issuing identification badges to emergency responders and other personnel needing access to places within a controlled area, and verifying emergency responder credentials.
- **Access Control:** Providing security forces to support State, tribal, and local efforts (or to secure sites under Federal jurisdiction) to control access to the incident site and critical facilities.
- **Site Security:** Providing security forces and establishing protective measures around the incident site, critical infrastructure, and/or critical facilities. ESF #13 responsibilities should not be confused with site-security responsibilities of the Office of Security of the Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA), which is principally responsible for providing security for DHS/FEMA facilities, to include a JFO. ESF #13 may be requested to assist if DHS/FEMA resources are overwhelmed.
- **Traffic and Crowd Control:** Providing emergency protective services to address public safety and security requirements.

- **Force Protection:** Providing for the protection of emergency responders and other workers operating in a high-threat environment.
- **Specialized Security Resources:** Providing specialized security assets such as traffic barriers; chemical, biological, radiological, nuclear, and high-yield explosives detection devices; canine units; law enforcement personal protective gear; etc.

## RESPONSIBILITIES

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### ESF Coordinator/Primary Agency

DOJ is responsible for the following:

- Serves as the headquarters and regional-level ESF #13 coordinator and primary agency, represents the ESF #13 agencies on the Emergency Support Functions Leaders Group and Regional Interagency Steering Committee, and coordinates preparedness activities with ESF #13 supporting agencies.
- Provides expertise on public safety and security issues to the DRG, when requested.
- Manages ESF #13 preparedness activities and conducts evaluation of operational readiness, including a roster and description of public safety and security activities.
- Maintains close coordination during operations between the affected regional office(s), the NRCC, other ESFs, local Joint Terrorism Task Forces, and the National Joint Terrorism Task Force, as required.
- Ensures that all activities performed under the purview of ESF #13 are related to the mission of ESF #13. If any potential for conflict exists, it is DOJ's responsibility to resolve these issues prior to accepting the mission assignment.
- Facilitates resolution of any conflicting demands for public safety and security resources, expertise, and other assistance. Coordinates backup support from other geographical regions to the affected area.
- Processes mission assignments, tracks resource allocation and use, and facilitates reimbursement to assisting departments and agencies via emergency management funding mechanisms and authorities, if appropriate.

Agency	Functions
<b>Department of Justice</b>	<p><b>Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF):</b> In support of ESF #13, may provide the following: special agents, special agent certified explosives specialists, special agent certified fire investigators, special agent explosives detection and accelerant detection canine handler teams, medics, crisis negotiators, intelligence officers, explosives enforcement officers, industry operations investigators, fire research engineers, forensic chemists, forensic auditors, and support personnel in many specialty areas. ATF has Special Response Teams that conduct high-risk enforcement operations. ATF also has National Response Teams (NRTs) which assist Federal, State, and local investigators at the scene of significant fire and explosives incidents and can respond within 24 hours. ATF has a fleet of NRT trucks which allow the NRT to be fully equipped for the forensic examination of explosives and fire scenes. ATF also has Mobile Laboratories and Command &amp; Control Vehicles. ATF will deploy the necessary and available resources to provide the appropriate response to an ESF #13 activation.</p>
<b>Department of Justice (Continued)</b>	<p><b>Drug Enforcement Administration (DEA):</b> May provide available manpower and resources at the discretion of the DEA Continuity of Operations Plan Coordinator and in compliance with DOJ mandates.</p>
	<p><b>Federal Bureau of Investigation:</b> May provide specialized resources and capabilities, consistent with Federal laws, regulations, and mission priorities.</p>
	<p><b>Office of Justice Programs (OJP)</b></p> <ul style="list-style-type: none"> <li>• Through its Bureau of Justice Assistance (BJA), Office for Victims of Crime (OVC), and National Institute of Justice (NIJ), OJP is uniquely situated to assist State and local justice entities with the continuity of operations of justice systems affected by incidents requiring a coordinated Federal response, and to ensure that available resources are applied quickly and effectively to support local response.</li> <li>• Can provide direct support to State and local law enforcement in the form of direct or leveraged emergency funding support, specialized technical equipment loans, emergency support services for crime victims, emergency technical assistance on local law enforcement policy and practice (e.g., coordinating citizen volunteer efforts, investigation management, ensuring community voluntary compliance with response strategies), as well as technical services related to information sharing and technology applications.</li> <li>• Offers services critical to State and local efforts in maintaining the rule of law and the continuity of operations of local justice systems.</li> </ul> <p><b>U.S. Marshals Service</b></p> <ul style="list-style-type: none"> <li>• In support of ESF #13, the USMS may provide the following: Deputy United States Marshals, support personnel, tactical medics, medics, explosive detection canine handler teams, judicial security specialists, critical incident (peer support) response teams and technical operations support.</li> <li>• Possesses the Special Operations Group that conducts high risk missions.</li> <li>• Maintains Incident Management Teams that are self contained and able to rapidly respond to an incident.</li> <li>• Operates a Mobile Command Center that is available for deployment in support of assigned missions.</li> <li>• Through the Technical Operations Group, maintains a group of specialty vehicles and equipment to support assigned duties.</li> <li>• Is responsible for personal protection of Federal jurists, court officers, witnesses, and other threatened persons where criminal intimidation impedes the functioning of the judicial process.</li> <li>• Sustains the custody of Federal prisoners from the time of their arrest, or remanded to a Marshal until the prisoner is committed by order of the court, otherwise released by court order, or returned to the custody of the U.S. Parole Commission or the Bureau of Prisons.</li> </ul>

## Support Agencies

Each support agency maintains its authority and is responsible, when appropriate and according to resource availability, for providing personnel, equipment, facilities, technical assistance, and other support as required. In addition, support agencies may be requested to:

- Provide personnel to staff the NOC, NRCC, RRCC, Incident Command Post, JFO, JIC, and DOJ/FBI SIOC or DOJ/FBI JOC as circumstances may require. Supporting agencies may be required to staff other interagency entities or facilities that may be established in the future.
- Provide periodic reports, as requested, regarding agency assets and response capabilities.
- Provide technical subject-matter expertise, data, and staff support for operations, as may be requested by the primary agency.

Agency	Functions
<b>Department of Agriculture/Forest Service</b>	<p><b>Forest Service, Office of Law Enforcement and Investigations:</b> May provide trained public safety, law enforcement, investigations, and security resources for areas under USDA/Forest Service jurisdiction or to other locations and operations if appropriate authority is provided by the requesting jurisdiction or U.S. Marshals Service. The Forest Service has law enforcement officers and special agents with firearms and arrest authority. Primary capabilities and assets include, but are not limited to:</p> <ul style="list-style-type: none"> <li>• Personnel with experience at all levels and many functions of Incident Command System/National Incident Management System operations.</li> <li>• Rural and backcountry operations, and surveillance and reconnaissance equipment and techniques.</li> <li>• Cold weather/snow operations.</li> <li>• High clearance/remote area law enforcement vehicles including 4x4s, snowmobiles, and ATVs.</li> <li>• K9 teams (patrol, tracking, and drug detection).</li> <li>• Horse-mounted and stock packing operations.</li> <li>• Rural area protest management and protestor device extrication.</li> <li>• Drug enforcement and border interdiction.</li> <li>• Tactical helicopter operations (rappel, fixed-line personnel transport, cargo sling operations, and air operations management).</li> <li>• Boat operations.</li> <li>• Incident operations/facility security.</li> </ul>

## Emergency Support Function #13 – Public Safety and Security Annex

Agency	Functions
<b>Department of Commerce</b>	Provides overall support regarding weather services during disasters and airborne plume prediction.
	<b>National Oceanic and Atmospheric Administration (NOAA)</b> <ul style="list-style-type: none"> <li>Provides law enforcement and security capabilities, nautical and aeronautical charting, surveys, tidal and geodetic services, and geo-referenced coastal imagery.</li> <li>Provides support through the Satellite Vessel Surveillance System, tracking infrastructure, and public dissemination of critical pre-event and post-event information over the all-hazards NOAA Weather Radio (NWR) system, the NOAA Weather Wire Service, and the Emergency Managers' Weather Information Network (EMWIN).</li> </ul>
	<b>National Weather Service</b> <ul style="list-style-type: none"> <li>Provides weather information and dispersion forecasts through its National Centers for Environmental Prediction and its local weather forecast offices, as well as meteorology services.</li> <li>Provides public dissemination of critical pre-event and post-event information over the all-hazards NWR system, NOAA Weather Wire Service, and EMWIN.</li> </ul>
<b>Department of Defense</b>	<b>Office of Oceanic and Atmospheric Research:</b> Provides airborne pollution dispersion prediction.
	<b>U.S. Army Corps of Engineers:</b> Provides physical and electronic security systems assistance and expertise.
<b>Department of Energy (DOE)</b>	<p>Ensures that capabilities are in place to provide an appropriate response to a DOE facility emergency and to nuclear or radiological emergencies within the United States or abroad. This includes support to the Domestic Emergency Support Team, DOJ/FBI, DHS, Nuclear Regulatory Commission, Environmental Protection Agency (EPA), Attorney General, Department of State, and others to provide technical advice on radiological issues for the protection of the public and the environment.</p> <p>Provides security support at DOE/National Nuclear Security Administration (NNSA) facilities. May require appropriate assistance when responding to a location other than a DOE/NNSA facility.</p>
<b>Department of Homeland Security</b>	<b>National Protection and Programs Directorate</b> <ul style="list-style-type: none"> <li>Conducts vulnerability assessments, performs risk analyses, and coordinates protective measures in conjunction with the private sector and Federal, State, and local agencies.</li> <li>Coordinates with private-sector entities in protecting critical infrastructure and telecommunications systems.</li> </ul>
	<b>Office of Intelligence and Analysis</b> <ul style="list-style-type: none"> <li>Uses information and intelligence from multiple sources to identify and assess current and future threats to the United States.</li> <li>Provides the full spectrum of information support necessary for the benefit of the federal, state, and local levels throughout the United States and U.S. territories and possessions, to secure the homeland, defend the citizenry, and protect critical infrastructure.</li> <li>Executes its mission within the functional areas of Collection &amp; Requirements; Threat Analysis; Production Management; Border, Chemical, Biological, Radiological, Nuclear and Explosive (B-CBRNE) Threat; Homeland Environment Threat Analysis (HETA); Information Management; and Intelligence Plans and Integration.</li> </ul>

Agency	Functions
<b>Department of Homeland Security</b> (Continued)	<b>Science and Technology Directorate (S&amp;T):</b> Provides rapid S&T subject-matter expertise to response units, interagency partners, and State and local entities.
	<b>Transportation Security Administration (TSA):</b> Having the primary responsibility for security in all modes of transportation, transportation infrastructure, and the people and goods in transit, provides transportation security screening, inspection, vulnerability assessments and law enforcement services throughout the transportation enterprise. The focus of effort for TSA support is normally in the aviation domain of the transportation sector, but similar support may be provided to other transportation modes as requested and approved by appropriate Federal authority.
	<b>Office of Law Enforcement/Federal Air Marshal Service</b> <ul style="list-style-type: none"> <li>• Provides law enforcement personnel and activities</li> <li>• Coordinates deployment of explosives-detection canines along with State or local agency handlers</li> <li>• Deploys explosives specialists for technical, forensic, and intelligence support activities, including post-blast investigation support where explosives expertise is required.</li> </ul> <b>Office of Security Operations:</b> Through Federal Security Directors around the Nation, provides transportation security personnel and activities (e.g., screening and inspection).
	<b>U.S. Coast Guard</b> <ul style="list-style-type: none"> <li>• Has primary responsibility for maritime homeland security and safety. It maintains numerous law enforcement and security capabilities, both locally based through the Captain of the Port offices, and strategically located special teams such as the Maritime Safety and Security Teams (MSSTs).</li> <li>• May establish security zones, inspect and search vessels and waterfront facilities, and supervise and control the movement of vessels. Captains of the Port (who also serve as Federal Maritime Security Coordinators) coordinate local security planning efforts with Federal, State, local, and private-sector organizations. The MSSTs are a rapid-response force capable of nationwide deployment to meet emerging threats. MSST capabilities include: <ul style="list-style-type: none"> <li>• Maritime interdiction and law enforcement.</li> <li>• Anti-terrorism/force protection.</li> <li>• Weapons of mass destruction detection.</li> <li>• Explosives detection.</li> <li>• Commercial port protection/anti-sabotage.</li> <li>• Underwater detection.</li> <li>• Canine handling teams.</li> </ul> </li> </ul>

Agency	Functions
<b>Department of Homeland Security</b> (Continued)	<b>U.S. Customs and Border Protection:</b> May provide: <ul style="list-style-type: none"> <li>• Uniformed law enforcement officers; canine teams for detection of humans, cadavers, drugs, and explosives; horse-mounted units; and tracking teams.</li> <li>• Rapid-Response Special Operations Units capable of short-notice nationwide deployment to include BORTAC Tactical Unit, BORSTAR Law Enforcement Search and Rescue personnel, regional Special Response Teams (SRTs), Search and Recovery Divers, and Law Enforcement Medical Personnel.</li> <li>• Organic assets including fixed-wing and rotary-wing aircraft; command and control aircraft; command and control vehicles; mobile communications repeaters, marine vessels; detainee transport vehicles; and special purpose vehicles (4X4, ATV, sand rails, snowmobile).</li> <li>• Imaging equipment, such as full truck/container-size x-ray and gamma-ray systems; radiation detection equipment; radioactive isotope identification equipment; jump-team response capabilities and expert reach-back for resolution of radiation detection incidents or suspected chemical or biological response situations; and 24/7 analysis and targeting capability on persons and cargo.</li> </ul>
	<b>U.S. Immigration and Customs Enforcement:</b> May provide: <ul style="list-style-type: none"> <li>• Law enforcement officers to include: special agents, police officers, inspectors, immigration enforcement agents and technical enforcement officers.</li> <li>• Various response vehicles to include command and control, marked patrol, secure buses, transportation vans, and special purpose vehicles.</li> <li>• Special teams to include special response teams and hazmat teams.</li> </ul>
	<b>U.S. Secret Service:</b> May provide specialized resources and capabilities, consistent with Federal laws and regulations, when appropriate and according to resource availability.

## Emergency Support Function #13 – Public Safety and Security Annex

Agency	Functions
<b>Department of the Interior (DOI)</b>	<p><b>Bureau of Indian Affairs, Bureau of Land Management, Bureau of Reclamation, Fish and Wildlife Service, National Park Service:</b> May provide:</p> <ul style="list-style-type: none"> <li>• Uniformed law enforcement officers and special agents under DOI jurisdiction or to other locations, if appropriate authority is provided by the requesting jurisdiction and or the USMS. Primary DOI law enforcement capabilities and assets include:</li> <li>• Special event teams/civil disturbance units to handle large-scale demonstrations, special events, crowd control and tactical law enforcement operations.</li> <li>• Uniformed law enforcement officers for community policing, force protection, traffic control, and site security.</li> <li>• Special agents for investigative operations and support.</li> <li>• Ability to perform rural and remote area law enforcement operations including open water, mountain, and desert environments and winter conditions.</li> <li>• High-clearance/remote-area law enforcement vehicles including 4x4s, snowmobiles, and ATVs.</li> <li>• Horse mounted units (rural and urban), tracking teams, and K-9 units (patrol, tracking, and drug detection).</li> <li>• Limited aviation assets including fixed-wing and rotary wing aircraft.</li> <li>• Limited small-craft marine assets.</li> <li>• Limited mobile communications and command posts.</li> </ul> <p><b>Note:</b> Vehicles, boats, aviation assets, and mobile command posts may have limited availability due to their limited number and to their diverse and often remote locations across the country. There may be extended response times to an incident. Utilization of these assets may require logistical support for their transportation to an incident.</p>
<b>Department of the Treasury</b>	<p>May provide uniformed law enforcement officers and security resources for areas under U.S. Treasury jurisdiction or to other locations if appropriate authority is provided by the requesting jurisdiction and the U.S. Marshals Service. Examples of support include convey escort and protection, crowd/traffic control, Critical Incident Response Teams (CIRTs), and High-Value Asset Protection Teams.</p> <p><b>U.S. Mint, Police Division:</b> Has established teams to support ESF #13. The U.S. Mint can maintain a focused response team for other obligations, such as logistical support, relief personnel, or memorandums of understanding.</p>
<b>Department of Veterans Affairs</b>	Provides staff to protect veterans' hospitals/homes during an emergency.
<b>Environmental Protection Agency</b>	<p>Through the Office of Criminal Enforcement, Forensics, and Training, which incorporates the Homeland Security Division (HSD), the National Counter-Terrorism Evidence Response Team/Counter-Terrorism Response Team, the Criminal Investigation Division (CID), and the National Enforcement Investigation Center (NEIC), provides assistance as follows:</p> <ul style="list-style-type: none"> <li>• <b>HSD:</b> Law enforcement arm of EPA that provides counter-terrorism support to EPA programs and other Federal law enforcement using specialized training.</li> <li>• <b>National Counter-Terrorism Evidence Response Team/Counter-Terrorism Response Team:</b> Specialized evidence response teams for EPA trained in forensic evidence preservation and collection in a contaminated environment for a wide range of hazardous materials.</li> <li>• <b>CID:</b> Law enforcement arm of EPA that investigates allegations of criminal violations of all Federal environmental statutes.</li> <li>• <b>NEIC:</b> Technical support center for EPA enforcement and compliance assurance programs nationwide that specializes in forensic analysis of industrial chemicals.</li> </ul>

## Emergency Support Function #13 – Public Safety and Security Annex

Agency	Functions
<b>National Aeronautics and Space Administration</b>	As available, may utilize NASA assets and capabilities, such as geospatial modeling and decision support systems, aircraft with sensors, unmanned aerial vehicles, and a search and rescue team. These assets are designed to support a NASA event or NASA properties, but may be provided if requested for ESF #13 missions.
<b>Social Security Administration</b>	May deploy protective and investigative units during an emergency.
<b>U.S. Postal Service</b>	Provides support to worker protection, public health, medical prophylaxis, disease surveillance, criminal investigation, emergency response, waste disposal, mail security, sampling methods, and bioterrorism response operations.
<b>Inspectors General, Offices</b>	The President's Council on Integrity and Efficiency (PCIE) and the Executive Council on Integrity and Efficiency (ECIE) represent the Federal IG community, which includes IGs from approximately 60 Federal agencies and entities. In the event of an incident requiring a coordinated Federal response, the PCIE/ECIE may coordinate the response from the IG community. Such coordination may include identifying IG law enforcement officers available to provide public safety and security support, as well as compiling data concerning their skills, geographic location, and other relevant criteria, in order to match requests for support with the most appropriate available IG resources.
<b>Private Sector</b>	<p>Plays a key role in protecting critical infrastructure and telecommunications systems, and partnering with the Government on security-related technologies and research and development. These entities are coordinated through DHS/Office of Infrastructure Protection during response.</p> <p><b>National Center for Missing and Exploited Children (NCMEC):</b> NCMEC's mission is to help prevent child abduction and sexual exploitation and help locate missing children. NCMEC serves as a clearinghouse of information about missing and exploited children, provides assistance to law-enforcement agencies, and coordinates child-protection efforts with the private sector, nonprofit service providers, and State clearinghouses.</p>

This list is not all-inclusive. The ESF #13 primary agency recognizes that there are other departments and agencies that may be called upon to provide public safety and security assistance. The ESF #13 primary agency reserves the right to call upon agencies and departments not listed in this annex, should the need arise.

**ESF Coordinator:**

Department of Homeland  
Security/Federal Emergency  
Management Agency

**Support Agencies:**

Department of Commerce  
Department of Defense  
Department of Energy  
Department of Health and Human Services  
Department of the Interior  
Department of Labor  
Department of Transportation  
Department of the Treasury  
Environmental Protection Agency  
Corporation for National and Community  
Service  
Delta Regional Authority  
Tennessee Valley Authority  
American Red Cross

**Primary Agencies:**

Department of Agriculture  
Department of Homeland Security  
Department of Housing and Urban  
Development  
Small Business Administration

**INTRODUCTION**

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**Purpose**

Emergency Support Function (ESF) #14 – Long-Term Community Recovery provides a mechanism for coordinating Federal support to State, tribal, regional, and local governments, nongovernmental organizations (NGOs), and the private sector to enable community recovery from the long-term consequences of extraordinary disasters. ESF #14 accomplishes this by identifying and facilitating availability and use of sources of recovery funding, and providing technical assistance (such as impact analyses) for community recovery and recovery planning support.

**Scope**

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ESF #14 may be activated for incidents that require a coordinated Federal response to address significant long-term impacts (e.g., impacts on housing, agriculture, businesses, employment, community infrastructure, the environment, human health, and social services) to foster sustainable recovery.

ESF #14 support will vary depending on the magnitude and type of incident.

**Policies**

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ESF #14 recognizes the primacy of affected State, tribal, and local governments and the private sector in defining and addressing risk reduction and long-term community recovery priorities, and in leading the community recovery planning process.

Federal agencies continue to provide recovery assistance under independent authorities to State, tribal, and local governments; the private sector; and individuals, while coordinating assessments of need for additional assistance and identification and resolution of issues through ESF #14.

ESF #14 excludes economic policymaking. The National Economic Council, the Council of Economic Advisors, and the Department of the Treasury develop all national economic stabilization policy.

Federal support is tailored based on the type, extent, and duration of the event and long-term recovery period, and on the availability of Federal resources. ESF #14 is not a funding entity but facilitates the identification, coordination, and use of resources to support long-term recovery.

Long-term community recovery efforts build resilience focusing on permanent restoration of infrastructure, housing, agricultural industry, natural resources, community well-being, and the local economy, with attention to mitigation of future impacts of a similar nature.

The lead agency in the field is designated based on the type of disaster.

## **CONCEPT OF OPERATIONS**

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### **Assessment**

ESF #14 provides the coordination mechanisms for the Federal Government to assess the long-term recovery needs in the impacted areas.

### **Coordination**

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ESF #14 provides the coordination mechanisms for the Federal Government to:

- Convene interagency recovery expertise to provide strategic guidance to long-term recovery efforts.
- Advise on the long-term implications of response activities on recovery and coordinate the transition from response to recovery operations.
- Identify and address long-term recovery issues, including those that fall between gaps of existing mandates of agencies.
- Avoid duplication of assistance, coordinate program application processes and planning requirements to streamline assistance processes, and identify and coordinate resolution of policy and program issues.
- Identify programs and activities across the public, private, and nonprofit sector that similarly support long-term recovery, and promote coordination between them.
- Identify appropriate Federal programs and agencies to support implementation of comprehensive long-term community planning, and identify gaps in available resources.
- Identify appropriate Federal programs and agencies to support and facilitate continuity of long-term recovery activities.

### **Technical Support**

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ESF #14 provides the coordination mechanisms for the Federal Government to:

- Work with State, tribal, and local governments; NGOs; and private-sector organizations to support long-term recovery planning for highly impacted communities.
- Link recovery planning to sound risk reduction practices to assure a more viable recovery.

- Strategically apply subject-matter expertise to initiate a process to help communities recover from disasters.

### ORGANIZATION

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**Headquarters:** ESF #14 primary and support agencies participate in preincident and postincident meetings and other coordinating activities. The Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) serves as the ESF #14 coordinator. ESF #14 provides representatives to the National Response Coordination Center as requested. Primary agencies are responsible for coordinating ESF #14 planning and recovery activities and strengthening the capabilities of ESF #14.

**Regional and Field Operations:** The ESF #14 coordinator and primary agencies meet to determine the need to activate ESF #14 elements when the nature of the incident is likely to require significant Federal long-term community recovery assistance. Support agencies also have the right to approach the ESF #14 coordinator with a request for ESF #14 activation. ESF #14 typically organizes within the Operations Section of the Joint Field Office. Agency representation depends on the nature and severity of the incident.

### ACTIONS

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#### Long-Term Preincident Planning and Operations

Primary and support agencies meet regularly at the national and regional levels to ensure procedures and program/contact information are up to date, to discuss lessons identified from incidents and exercises, and to explore ways to leverage available resources by creative use of Federal assistance.

#### ESF #14:

- Develops coordination mechanisms and requirements for postincident assessments, plans, and activities that can be scaled to incidents of varying types and magnitudes.
- Conducts impact evaluation of prior ESF #14 efforts and other studies, as needed to improve future operations.
- Coordinates development of national strategies and plans in coordination with other relevant ESFs to address key issues for catastrophic incidents such as incident housing and permanent housing, large displacements of individuals, community health assessment and maintenance, contaminated debris management, decontamination and environmental restoration, restoration of public facilities and infrastructure, restoration of the agricultural sector, and short- and long-term community recovery.
- Develops plans, procedures, and guidance delineating appropriate agency participation and available resources taking into account the differing technical needs and statutory responsibilities.

**Immediately Prior to Incident (when notice is available—e.g., hurricane, flood)**

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ESF #14:

- Provides early identification of projects that can be quickly implemented, especially those relating to critical facilities based on existing State, tribal, and local plans.
- Collaborates with the State(s) and other ESFs regarding managing the response in a way that facilitates long-term recovery.

**Postevent Planning and Operations**

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ESF #14:

- Gathers information from Federal departments and agencies and State, tribal, and local governments to assess the impacts and needs.
- Convenes interagency meetings to develop an incident-specific Federal action plan delineating specific agency participation to support specific community recovery and mitigation activities and to avoid duplication of assistance to recipients.
- Facilitates sharing of information among agencies and ESFs, and coordinates early resolution of issues and the timely delivery of Federal assistance.
- May provide technical assistance such as impact analyses, economic revitalization, and recovery planning support.
- Coordinates with ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services, ESF #8 – Public Health and Medical Services, and the State(s) to identify long-term recovery needs of special needs populations and incorporate these into recovery strategies.
- Coordinates with animal and agricultural stakeholders and service providers in long-term community recovery efforts.
- Coordinates identification of appropriate Federal programs to support implementation of long-term community recovery plans under current authorities and funding. This process identifies programs, waivers, funding levels, requests for additional authorities, and possible new legislation needed to address identified program gaps.
- Coordinates implementation of the recommendations for long-term community recovery with the appropriate Federal departments and agencies if the recommendations include program waivers, supplemental funding requests, and/or legislative initiatives.
- Facilitates recovery decision-making across ESFs and increases awareness of communities' existing development and hazard mitigation plans. Also, ascertains vulnerable critical facilities as a basis for identifying recovery priorities.

## RESPONSIBILITIES

### ESF Coordinator: DHS/FEMA

- Convenes meetings preincident and postincident to implement ESF #14.
- During incidents, ensures appropriate participation from primary and support agencies during the response and long-term recovery efforts.
- Coordinates drafting and publication of ESF #14 operational plans and procedures.
- Represents ESF #14 at interagency operational planning meetings.

### Primary Agencies

Identify areas of collaboration with support agencies and coordinate the integrated delivery of interagency assistance, issue resolution, and planning efforts.

Lead planning efforts for areas of agency expertise, and lead postincident assistance efforts for areas of department/agency expertise.

Agency	Functions
<b>Department of Agriculture</b>	Provides emergency loans and grants for agricultural sector, essential community facilities, rural businesses, rural utilities and rural housing, technical assistance for agricultural market recovery, community planning, community development, and resource conservation assistance.
<b>Department of Homeland Security</b>	<b>DHS/FEMA:</b> Provides technical assistance in community, tribal, and State planning; recovery and mitigation grant and insurance programs; outreach, public education, and community involvement in recovery planning; building science expertise; and natural hazard vulnerability/risk assessment expertise.
	<b>DHS/Transportation Security Administration:</b> Coordinates security of the Nation's transportation system in times of national emergency.
	<b>DHS/Office of Infrastructure Protection:</b> Provides technical expertise in protective measures for critical infrastructure.
	<b>DHS/Office of the Private Sector:</b> Provides expertise in private-sector capabilities and services; provides coordination with private-sector organizations.
	<b>DHS/Office for Civil Rights and Civil Liberties:</b> Provides expertise in issues related to special needs populations to ensure that they are an integral part of the recovery process.
<b>Department of Housing and Urban Development</b>	Provides building technology technical assistance, and assistance for housing, community redevelopment and economic recovery, public services, infrastructure, mortgage financing, and public housing repair and reconstruction.
<b>Small Business Administration</b>	<ul style="list-style-type: none"> <li>• Provides long-term loan assistance to homeowners, renters, businesses of all sizes, and nonprofit organizations for repair, replacement, mitigation, relocation, or code-required upgrades of incident-damaged property.</li> <li>• Provides loan assistance to small businesses to address adverse economic impact due to the incident.</li> </ul>

## SUPPORT AGENCIES

Participate in planning and technical assistance efforts for areas of agency expertise.

Agency	Functions
<b>Department of Commerce (DOC)</b>	<b>DOC/Economic Development Administration:</b> Provides economic recovery and growth assistance, technical assistance in community planning, and economic assessment expertise.
	<b>DOC/Economic and Statistics Administration:</b> Performs economic impact assessment.
	<b>DOC/National Institute of Standards and Technology:</b> Provides building science expertise.
	<b>DOC/National Oceanic and Atmospheric Administration:</b> Provides natural hazard vulnerability analysis, provides assistance on coastal zone management and building community resilience, supplies geospatial technology (e.g., Geographic Information System, or GIS) assistance and coastal inundation information, performs ecosystem and damage assessments, and provides technical assistance in recovering fisheries, restoring habitat, and rebuilding coastal communities.
<b>Department of Defense/U.S. Army Corps of Engineers</b>	<ul style="list-style-type: none"> <li>Provides technical assistance in community planning and civil engineering, and natural hazard risk assessment expertise.</li> <li>Supports the development of national strategies and plans related to housing and permanent housing, debris management, and the restoration of public facilities and infrastructure.</li> </ul>
<b>Department of Energy</b>	<ul style="list-style-type: none"> <li>Assists in the economic assessment of an incident based on degradation to energy infrastructure.</li> <li>Provides the appropriate support and resources to assist in energy infrastructure restoration.</li> <li>Provides technical advice in radioactive debris management.</li> </ul>
<b>Department of Health and Human Services (HHS)</b>	<ul style="list-style-type: none"> <li>Provides support for long-term recovery including, but not limited to:</li> <li>Collaboration with State, tribal, and local officials on prioritizing restoration of the public health and private medical and healthcare service delivery infrastructures to accelerate overall community recovery.</li> <li>Technical consultation and expertise on necessary services to meet the long-term physical and behavioral health needs of affected populations, as well as encouraging short- and long-term public financing to meet these needs.</li> <li>Coordination of linking HHS benefit programs with affected populations.</li> <li>Technical assistance in the form of impact analyses and recovery planning support of public health and private medical and other healthcare service delivery infrastructure, where appropriate.</li> <li>Coordination of all potential HHS sources of recovery funding.</li> </ul>
<b>Department of the Interior</b>	Provides technical assistance in community planning, and natural and cultural resources expertise; community liaison for federally owned lands and facilities; and natural hazard vulnerability analysis expertise.
<b>Department of Labor</b>	Conducts incident unemployment programs; provides job training and retraining assistance, and expertise in economic assessment.
<b>Department of Transportation</b>	Provides technical assistance in transportation planning and engineering and transportation assistance programs.
<b>Department of the Treasury</b>	Ensures economic and financial resilience and vitality, including reliability of public and private payments systems and financial flows, and removal of impediments to economic activity.

## Emergency Support Function #14 – Long-Term Community Recovery Annex

Agency	Functions
<b>Environmental Protection Agency</b>	<ul style="list-style-type: none"><li>• Provides technical assistance in contaminated debris management, environmental remediation, and watershed protection, planning, management, and restoration.</li><li>• Provides technical assistance in developing appropriate drinking water and wastewater infrastructure projects and in identifying financial assistance options.</li></ul>
<b>Corporation for National and Community Service</b>	<p>Provides trained National Service Participants (including AmeriCorps members, Learn and Serve America volunteers, and Retired and Senior Volunteer Program volunteers) as human resource support for long-term community recovery to include:</p> <ul style="list-style-type: none"><li>• Support for development and operation of long-term recovery committees and to help meet individual (especially for special needs residents) and community unmet needs as they are identified.</li><li>• Support for reestablishment and renewal of the community-level private voluntary sector (civic, nonprofit, and voluntary organizations).</li><li>• Canvassing, information distribution, and registration support.</li><li>• Case management assistance.</li></ul>
<b>Delta Regional Authority</b>	<ul style="list-style-type: none"><li>• Serves as regional planner and provider of technical assistance through the local development districts overlaying its footprint.</li><li>• Facilitates and coordinates Federal investment in the Delta Regional Authority region.</li><li>• Reduces fragmentation and duplication.</li><li>• Can provide local/State matching funds.</li></ul>
<b>Tennessee Valley Authority</b>	Provides technical expertise in Federal lands stewardship and electrical grid operations.
<b>American Red Cross</b>	Provides long-term individual and family services, case management, assistance with unmet needs, and health and human services.

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**ESF Coordinator:**

Department of Homeland Security

**Support Agencies:**

All

**Primary Agency:**

Department of Homeland  
Security/Federal Emergency  
Management Agency

**INTRODUCTION**

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**Purpose**

Emergency Support Function (ESF) #15 – External Affairs ensures that sufficient Federal assets are deployed to the field during incidents requiring a coordinated Federal response to provide accurate, coordinated, and timely information to affected audiences, including governments, media, the private sector, and the local populace. ESF #15 provides the resource support and mechanisms to implement the National Response Framework Incident Communications Emergency Policy and Procedures (ICEPP) described in the Public Affairs Support Annex. Additional information about External Affairs can be found in the ESF #15 Standard Operating Procedure (SOP).

The procedures outlined in this annex are consistent with the National Response Framework, which establishes policy; the National Incident Management System (NIMS), which addresses standardization; and the ESF #15 SOP, which outlines the guidance, protocols, and implementing tactics of the Joint Information System.

**Scope**

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ESF #15 coordinates Federal actions to provide the required external affairs support to Federal, State, tribal, and local incident management elements. This annex details the establishment of support positions to coordinate communications to various audiences. ESF #15 applies to all Federal departments and agencies that may require incident communications and external affairs support or whose external affairs assets may be employed during incidents requiring a coordinated Federal response.

The provisions of this annex apply to any incident for which the Secretary of Homeland Security decides to activate the annex, and any National Oil and Hazardous Substances Pollution Contingency Plan (NCP) response or other event designated by the Department of Homeland Security (DHS) Assistant Secretary for Public Affairs where significant interagency coordination is required.

ESF #15 integrates Public Affairs, Congressional Affairs, Intergovernmental Affairs (State, tribal, and local coordination), Community Relations, and the private sector under the coordinating auspices of External Affairs. Another component, the Joint Information Center (JIC), ensures the coordinated release of information under ESF #15. The Planning and Products component of External Affairs develops all external and internal communications strategies and products for the ESF #15 organization. These functions are further described in the Concept of Operations section below and in the ESF #15 SOP.

ESF #15 provides the resources and structure for the implementation of the ICEPP. Incident communications actions contained in the ICEPP are consistent with the template established in the NIMS. Personnel who work under the auspices of External Affairs must be familiar with the provisions of ESF #15 in the event that the ESF is activated.

## **Policies**

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Federal planning for external affairs functions recognizes State, tribal, and local responsibilities for providing information to their citizens. Nothing in this document should be construed as diminishing or usurping those responsibilities. In the unlikely event that State, tribal, and local governments are unable to perform these responsibilities, the Federal Government may provide vital health and safety information to the affected population.

State, tribal, and local external affairs elements are fully integrated into ESF #15.

Since ESF #15 integrates various functional areas, primary and support agencies are required to participate in ESF #15 training and exercises to ensure that their personnel are able to execute their responsibilities and achieve unity of effort when the ESF is activated.

The external affairs efforts are coordinated in support of a unified message as directed by the DHS Assistant Secretary for Public Affairs.

## **CONCEPT OF OPERATIONS**

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ESF #15 identifies the procedures to resource the external affairs processes necessary for incidents requiring a coordinated Federal response. External affairs resources are coordinated by the ESF #15 representatives in the National Response Coordination Center (NRCC) as directed by the DHS Assistant Secretary for Public Affairs. ESF #15 provides the Federal resource and implementation mechanisms to ensure delivery of messages developed in coordination with interagency public affairs officials and the Domestic Readiness Group (DRG). The staff of the DHS Office of Public Affairs (OPA) coordinates messages with public affairs representatives from all involved departments and agencies. (See the Public Affairs Support Annex for more detail.)

## **General**

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**ESF #15 Officer:** ESF #15 provides the External Affairs Officer to the Unified Coordination Staff during an incident requiring a coordinated Federal response. The External Affairs Officer, or ESF #15 Officer, serves as the primary external affairs advisor to the Federal Coordinating Officer (FCO)/Federal Resource Coordinator, Unified Coordination Group, and Principal Federal Official (PFO), if designated. ESF #15 may provide the same support to a National Special Security Event.

The External Affairs Officer reports to the ESF #15 Director and the Unified Coordination Group. Specific duties include coordinating and developing the external affairs and communications strategy in support of the Unified Coordination Group and the Incident Action Plan; coordinating the external affairs information flow within the Joint Field Office (JFO) and among other Federal, State, tribal, and local counterparts; and facilitating site visits by governmental officials, foreign dignitaries, and other VIPs. The External Affairs Officer differs from a press secretary, which may be assigned to directly support a PFO, when designated.

## Emergency Support Function #15 – External Affairs Annex

Resource	Supports ESF #15 by:
<b>External Affairs</b>	<ul style="list-style-type: none"> <li>• Providing support and advice to the FCO/Federal Resource Coordinator, the PFO (if appointed), and other members of the Unified Coordination Group.</li> <li>• Conducting communications planning through an Incident Action Plan with incident-specific guidance and objectives.</li> </ul>
<b>Public Affairs</b>	<ul style="list-style-type: none"> <li>• Coordinating messages with Federal, State, tribal, and local governments and establishing a Federal JIC. (See the Public Affairs Support Annex for the types of JICs that can be established for incident communications.)</li> <li>• Gathering information on the incident.</li> <li>• Providing incident-related information through the media and other sources in accessible formats and multiple languages to individuals, families, businesses, and industries directly or indirectly affected by the incident.</li> <li>• Monitoring news coverage to ensure that accurate information is disseminated.</li> <li>• Handling appropriate special projects such as news conferences and press operations for incident area tours by government officials and other dignitaries.</li> <li>• Providing basic services, such as communications and supplies, to assist the news media in disseminating information to the public.</li> <li>• Overseeing the key function of media relations.</li> </ul>
<b>Community Relations</b>	<ul style="list-style-type: none"> <li>• Conducting the external affairs function in a joint manner between Federal, State, and tribal personnel, when available. Field teams are organized and dispersed throughout the affected area. Teams include trained Federal, State, tribal, and, if necessary, locally hired persons who know the community.</li> <li>• Coordinating closely with the affected State(s) to identify community leaders (e.g., grassroots, political, religious, disability, educational, tribal, business, labor, ethnic) and neighborhood advocacy groups to assist in the rapid dissemination of information, identify unmet needs, establish an ongoing dialogue and information exchange, and facilitate collaborative Federal, State, tribal, and local planning and mutual support for disaster recovery.</li> <li>• Deploying management and field officers simultaneously with other initial elements as directed by the ESF #15 coordinator at the JFO.</li> </ul>
<b>Congressional Affairs</b>	<ul style="list-style-type: none"> <li>• Establishing contact with congressional offices representing affected areas to provide information on the incident.</li> <li>• Organizing an initial interagency congressional briefing within 18 hours of the event when possible and conducting daily briefings thereafter.</li> <li>• Arranging for incident site visits for Members of Congress and their staffs.</li> <li>• Responding to congressional inquiries.</li> <li>• Assisting in the development of written materials for presentations and making congressional notifications.</li> <li>• Coordinating with the local liaison officers on all congressional affairs issues to ensure coordinated efforts.</li> </ul>
<b>State and Local Coordination</b>	<ul style="list-style-type: none"> <li>• Promoting Federal interaction with State and local governments.</li> <li>• Implementing a system of information-sharing among Federal, State, and local governments.</li> <li>• Informing State and local elected and appointed officials on response efforts, protocols, and recovery programs.</li> <li>• Disseminating information with the assistance of State municipal leagues, county associations, and tribal governments.</li> </ul>

## Emergency Support Function #15 – External Affairs Annex

Resource	Supports ESF #15 by:
<b>Tribal Affairs</b>	<ul style="list-style-type: none"><li>• Promoting Federal interaction with tribal governments on all aspects of incident management operations and reporting directly to the External Affairs Officer or Unified Coordination Group.</li><li>• Supporting the Tribal Relations Element when established with incident-specific subject-matter experts from other departments and agencies, if and when required.</li><li>• When appropriate, establish a Tribal Relations Information Element within the Tribal Relations Element to manage the timely flow of information to and from the tribes involved in the incident.</li><li>• Organizing and managing a Tribal Relations Field Component to facilitate Federal Government relations with tribal governments and their incident management organizations, communities, victims, and tribal advocacy groups.</li></ul>
<b>Planning and Products</b>	<ul style="list-style-type: none"><li>• Developing communications Incident Action Plans and messages.</li><li>• Educating the public in the aftermath of an incident requiring a coordinated Federal response through news advisories, press releases, and prepared materials.</li></ul>
<b>Private Sector</b>	<ul style="list-style-type: none"><li>• Sector Coordinating Councils (SCCs) working with established information-sharing mechanisms identify individual(s) to serve as incident communications coordinators for their respective sector.</li><li>• Representatives serve as the primary reception and transmission point for incident communications products from DHS Public Affairs/Sector-Specific Agencies, and retain the responsibility for dissemination to counterpart communicators within their sector.</li><li>• Associations that have similar roles to the critical infrastructure and key resources SCCs will also identify incident communications contact points for dissemination as above for their members.</li></ul>

## ORGANIZATION

The DHS Assistant Secretary for Public Affairs, in coordination with the NRCC, activates and directs ESF #15 procedures. The DHS/Federal Emergency Management Agency (FEMA) Office of Public Affairs designates a DHS/FEMA Public Affairs staff member as an ESF #15 representative to staff the NRCC as directed. When activated, ESF #15 activities are implemented in coordination with the DHS OPA components of the National Operations Center and DRG. The ESF #15 coordinator alerts additional supporting departments and agencies to provide representatives to the appropriate ESF #15 location, or to provide representatives who are immediately available via telecommunications (e.g., telephone, fax, conference calls) to provide support.

The DHS Public Affairs Coordination Center, or Ready Room, will serve as the Federal incident communications coordination center during incidents. The virtual Federal interagency team and National Incident Communications Conference Line are controlled from the Ready Room.

External affairs components co-locate with the Unified Coordination Staff as designated in the National Response Framework. ESF #15 components provide appropriate representatives available to deploy rapidly to the incident location.

## RESPONSIBILITIES

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### Primary Agency: DHS/FEMA

Resources provided by DHS/FEMA in support of ESF #15 missions include:

- **Emergency Alert System (EAS):** The Federal Communications Commission (FCC) designed the EAS as a tool for the President to quickly send important emergency information to the Nation using radio, television, and cable systems. The EAS may also be used by State, tribal, and local authorities to deliver alerts and warnings. The EAS is required to deliver all EAS messages visually and aurally to be accessible to persons with hearing and vision disabilities. While the FCC is tasked with the regulatory authority over EAS, DHS/FEMA is the EAS executive agent for the White House. As such, DHS/FEMA is responsible for the overall operation of EAS.
- **Activation and Operation of National-Level EAS:** After a Presidential activation order is issued, DHS/FEMA can access the facilities of broadcast stations and other communications providers across the Nation within several minutes.
- **State and Local Government Use:** The EAS is available for State, tribal, and local use, but such use is voluntary on the part of the EAS participant, and would be preempted by a national activation. State and local governments maintain supporting plans to cover EAS operations. DHS/FEMA coordinates EAS management issues with State and local authorities.
- **Mobile Emergency Response Support (MERS):** DHS/FEMA MERS provides mobile telecommunications, operational support, life support, and power generation assets for the onsite management of all-hazard activities. MERS provides a deployable broadcast radio capability for multimedia communications, information processing, logistics, and operational support to Federal, State, and local authorities during incidents requiring a coordinated Federal response. MERS is a valuable recovery resource to update the public and affected population.
- **National Preparedness Network (PREPnet):** PREPnet is a DHS/FEMA television broadcast network capable of reaching large portions of the public in an impacted area with survival and recovery information before, during, and after catastrophic events. PREPnet delivers information via cable television, satellite services, personal digital devices, cell phones, and webcasts to both the public at large and to emergency responders. As a scalable DHS asset, PREPnet capabilities span a spectrum from simple public service announcements on up to 24/7 broadcast of recovery information to victims wherever they may have relocated.
- **Recovery Radio Support:** When commercial broadcast is impaired in an area, DHS/FEMA works with local broadcasters to set up Recovery Radio support, which provides official information hourly, several times a day, about the incident response and recovery effort by offering a pool feed to local stations. Distribution can be provided through the EAS network. All broadcasters are required to have equipment to monitor and air EAS programs, and most primary EAS stations have portable, remote pick-up equipment that can be installed in the JIC. Alternatively, telephone or two-way radio can be used to deliver programming to the EAS distribution point. The Recovery Radio Network is implemented by a team whose size depends on the scope of the incident.

## SUPPORT AGENCIES

Agency	Functions
<b>Department of Commerce/National Oceanic and Atmospheric Administration (NOAA)</b>	NOAA Weather Radio (NWR) is a nationwide network of radio stations broadcasting continuous weather information direct from a nearby National Weather Service (NWS) office. NWR broadcasts NWS warnings, watches, forecasts, and other hazard information 24 hours a day. In conjunction with the EAS, NWR provides an “all-hazards” radio network, making it a single source for comprehensive weather and emergency information. NWR also broadcasts warning and postevent information for all types of hazards: natural (e.g., earthquakes and volcano activity), manmade (such as chemical or environmental incidents), and terrorism-related.
<b>Department of Justice, Community Relations Service</b>	The Community Relations Service of the Department of Justice, through a DHS/FEMA mission assignment, can provide conciliation and mediation training and technical assistance in matters of race, color, or national origin; conflict resolution; problem solving; cultural awareness; and community tension assessments.
<b>Corporation for National and Community Service</b>	Provides teams of trained National Service Participants (including AmeriCorps members, Learn and Serve America volunteers, and Retired and Senior Volunteer Program volunteers) to carry out a wide range of response and recovery support activities emphasizing disadvantaged communities and special needs populations, including: <ul style="list-style-type: none"> <li>• Information distribution, canvassing, and needs assessment.</li> <li>• Shelter and service center support.</li> <li>• Unaffiliated volunteer coordination.</li> <li>• Call center support.</li> <li>• Other appropriate activities identified by ESF #15 coordinators or the FEMA Voluntary Agency Liaison.</li> </ul>
<b>American Red Cross</b>	The American Red Cross is a support agency under the National Response Framework in a number of Emergency Support Functions, most notably ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services. The Red Cross works with State and local authorities to function as a direct provider of disaster relief services including emergency sheltering, feeding, basic first aid support, mental health counseling, and disaster assessment. Under ESF #8 – Public Health and Medical Services, the Red Cross serves to support the Department of Health and Human Services in the provision of blood products.
<b>Other Departments and Agencies</b>	Depending on the nature and scope of the incident, all Federal departments and agencies support the National Response Framework and are responsible for providing appropriate support for ESF #15 as required.